

Creating a Sense of Belonging



Positive Activities for Young People

Creating a Sense of Belonging



The National Youth Agency
Getting it right for young people

department for
children, schools and families

Acknowledgments

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Introduction

Aiming High for Young People set out a series of new commitments to transform opportunities for young people and strengthen the reform of youth support services. It aims to:

- increase their participation in high quality positive activities, which build resilience and social and emotional skills;
- empower young people to have greater influence over services for them, with parents and communities playing their part; and
- foster a more positive approach to young people across society and in particular within communities.

The commitments made in *Aiming High* were the government's response to evidence that, for disadvantaged young people, sustained participation in positive activities improves outcomes, helps develop resilience to the negative pressures they can face and can create a sense of belonging for them in their communities.

Positive Activities for Young People programme (PAYP) – a multi departmental programme for young people at risk aged 8-19 was launched in July 2003. The programme was a response to growing concerns over high levels of youth crime and brought together funding streams for Summer Activity programmes delivered by DCMS, DfES and the Home Office into a single pot. Unlike previous programmes, PAYP was designed to be a year-round programme providing targeted diversionary and developmental activities during the school holidays with a view to encouraging the young people to engage in more mainstream activities during term time. Evaluation evidence showed that participation in high quality, supported programmes in holiday periods resulted in improvements in behaviour; better attendance at school; return to education, employment or training; reductions in crime as well as supporting the personal development of young people i.e. increased self discipline, self respect and self confidence.

The expansion of the PAYP funding is a key component of *Aiming High* and was specifically aimed at enabling local authorities to extend their offer of positive activities to the most disadvantaged young people, all the year round. Over 2009/11, additional PAYP funding will be made available to enable all local authorities in England to develop year round highly personalised provision for the most disadvantaged and disengaged young people.

The effective targeting of this funding which this guidance document is seeking to support will also help local authorities in meeting the statutory duty to secure access for young people to positive activities and support progress against the national indicators that focus on young people's achievement – in particular against the Youth PSA (14) – increasing the number of children and young people on the path to success.

In 2008/09, 15 local authorities with high levels of youth crime were targeted to receive additional funding to test innovative approaches to divert young people away from involvement in street based crime including gang involvement and anti-social behaviour, through engagement in positive activities.

The National Youth Agency (NYA) worked on behalf of the DCSF to support these 15 local authority areas and identify best practice. This guidance draws on the experience of these 15 authorities, who have been generous in sharing their learning. It has been written to assist local authorities in effectively targeting their PAYP funding on those young people most in need.

The guidance is in three sections:

- **Chapter 1** details the commissioning arrangements that are most likely to prove effective in delivering PAYP.
- **Chapter 2** explores the issues around service delivery and provides examples of effective provision.
- **Chapter 3** provides guidance on monitoring and evaluation.

Executive Summary

Over 2009/11 a total of £169 million of PAYP funding is being made available to local authorities to deliver personalised provision to the most disadvantaged children and young people. The recent Statutory Guidance on Children's Trusts and the Youth Crime Action Plan have both emphasised the need for a rigorous focus on early identification and prevention for those young people at risk of poor outcomes including involvement in crime.

A key part of the rationale for the provision of PAYP funding is the evidence that engaging young people in constructive leisure time activities, particularly where those are sustained throughout their teenage years can significantly increase young people's resilience and improve their outcomes in later life.

The young people that we are intending to reach through PAYP are those young people who are the most marginalised and at risk of a range of poor outcomes such as low educational attainment (typically because of truancy or exclusion), teenage parenthood, involvement in substance misuse or involvement in anti-social behaviour or offending.

Commissioning

Local authorities will take the lead in targeting PAYP funding in line with their overall youth strategy. This should aim to provide a comprehensive local youth offer of activities and integrated preventative services that are responsive to young people's needs. Tackling the complex issues around the most disadvantaged and potentially disaffected children and young people requires a multi-agency response prioritised at the highest level. In particular, strong strategic and operational links need to be made between PAYP provision, targeted youth support and extended services through schools.

Key aspects of the learning from the 15 areas are the need for:

- active participation by young people; whilst young people's needs differ from area to area, whatever

issues they face, consultation and engagement empowers young people and helps to ensure that the activities and projects are things they will really want to take part in:

- initiation of the commissioning process through the Local Strategic Partnership or the Children's Trust Board including representation from all of the key agencies including the police;
- decisions based on both information and intelligence on patterns of anti-social behaviour and crime;
- clarity about the local context that relates to poor outcomes for the most vulnerable young people; and
- agreement on the profile of young people and the geographic areas to be targeted.

Where there are concerns about the involvement of children and young people in gang related behaviour, there should also be a clear analysis of the related risk factors and how PAYP resources can be used to divert young people away from involvement in such negative activities. Local areas including through the Safeguarding Board should actively consider the safeguarding implications of the involvement of young people in ASB and crime including the particular risks around gang involvement.

Programme Delivery

Given their life experiences, many of the young people who need to benefit from PAYP will feel that they have been let down by adults. A key part of the role of PAYP projects is to overcome this distrust of adults and authority and help children and young people to develop a sense of involvement and belonging in their communities.

Project design and delivery needs to take account of the evidence that the most disadvantaged and disaffected young people are more likely to come from family environments which lack the capacity to equip children and young people with the social and emotional skills

which are important in improving life chances and outcomes.

Features of the best examples of programme delivery within the 15 areas were:

- delivery of high quality services that actively reached out to marginalised young people;
- a diverse range of programmes that engaged young people within their communities and involved them in activities that captured their interest and imagination;
- programme development and management that recognised that engagement of highly disaffected and distrustful young people was a time consuming process; and
- investing in local people and services in ways that created social capital and built capacity within communities.

Engaging with marginalised young people requires that projects are staffed by skilled and experienced staff or volunteers. In some of our most deprived neighbourhoods local third sector organisations have staff who are experienced at engaging with local disaffected young people and possess a good knowledge of the issues being faced within those communities.

Provision needs to be available all year round and at the times when young people and their communities have identified it is needed. A recent DCSF audit showed that provision on Friday and Saturday nights was below average. These are the times when young people, parents and their communities say that provision is needed most and when reported levels of youth crime and anti-social behaviour are at their highest. In response, the

government has put in place, through the Open drive, a series of actions to increase provision and participation in Friday and Saturday night activities.

Once young people have become engaged with delinquent peer groups or gangs, engagement and diversion is harder to achieve. Information from a number of the 15 areas showed the need to engage children as young as 8 years of age in positive activities.

In areas where children and young people are at risk of becoming involved in anti-social behaviour and gun, gang or knife crime, involving the police in planning and delivering provision has proved beneficial. In addition, ensuring that the police have the fullest awareness of where and when provision is available enables them to signpost young people.

Monitoring and Evaluation

How the impact of PAYP funding will be evaluated also needs to be determined during the early stages of the commissioning process. Consideration needs to be given to the overall impact within an authority, as well as at a project and individual level. Commissioning processes also need to set clear expectations and procedures for ongoing monitoring and evaluation of projects.

The effective and systematic involvement of young people will be key to the success of impact evaluation. Local areas will therefore need to invest in training young people to enable them to evaluate services so that their findings can be fed back into the commissioning and evaluation cycle and used to inform ongoing research into the effectiveness of projects.

Chapter 1: Commissioning

More services investing together in a more preventative approach will ultimately help all local partners meet their objectives – be they reducing youth offending, improving sexual health or improving community cohesion. The Government expects that effective joint planning and the delivery of common strategic objectives for young people will require LSP partners with an interest in young people's provision to pool an element of their funding.

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Key Messages

The PAYP funding is aimed at the most disadvantaged and disaffected children and young people who are at serious risk of a range of poor outcomes including; low educational attainment (typically because of truancy or exclusion) which is likely to result in their becoming NEET, teenage parenthood, involvement in substance misuse or in anti-social behaviour or offending.

Effective commissioning should aim to ensure that these young people receive activities, opportunities and appropriate services within the context of the authority's overall local youth offer. Features of the best examples of commissioning seen within the 15 areas included:

- active participation by young people;
- high-level initiation of the process through either the Local Strategic Partnership or the Children's Trust Board (areas need to determine the arrangements that are suited to their local circumstances and work best for them); and representation from all of the key agencies;
- clarity of the local context that relates to poor outcomes for the most vulnerable young people and agreement reached on the profile of young people and the geographic areas to be targeted; and
- commissioning decisions based on both information and local intelligence on patterns of crime and disorder and how young people are at risk of being drawn into crime including serious youth violence and gang related behaviour.

Participation by Young People

Experience from the 15 areas shows that the involvement of young people significantly enhances commissioning. Benefits include better targeting of provision and greater relevance of provision to the needs of young people.

Young people asked to be involved in commissioning processes might include members of youth parliaments, local youth forums, young advisors, previous PAYP participants or young people known to the youth offending team. The greatest benefits are likely to be achieved where there is involvement of those young people who are at highest risk of disaffection and anti-social behaviour. It is therefore important to find ways of gaining the views of these young people in the areas which are to be targeted.

Within Lewisham the PAYP commissioning for 2008-09 was decided entirely by young people. Young people used clear criteria against which they judged each project. PAYP commissioners included those young people who are also Young Mayor's Advisors, Young Commissioners and young people who had previously attended PAYP programmes. Council officers supported young people and ongoing training was provided to ensure that they had the necessary skills to evaluate bids and to remain impartial at all times. Siobhan Bell, Young Mayor for Lewisham, said:

"Young people know best what other young people want."

“This allows our ideas to be heard and thanks to the cash available we can follow those ideas through.”

Integrated Partnership Approach

In their place-shaping role, all local areas should respond to the specific needs of disadvantaged and marginalised young people, recognising the need to innovate if these groups are to be reached successfully.

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Aiming High set out the vision for a comprehensive local offer of opportunities and integrated preventative services that are responsive to young people’s needs. In commissioning, it will be important for local authorities to contextualise the expansion of PAYP funding within their overall strategy for young people. **This will require local authorities to ensure that all of the key partnerships and agencies are effectively involved in determining how the PAYP funding is directed.**

The needs of at risk young people are usually complex and are rarely confined to a single issue. The routing of the PAYP funding through the Area Based Grant provides the flexibility for local authorities to use the investment to enhance an integrated multi-agency response to young people’s needs. There is in any case likely to be some significant crossover between the young people who might benefit from PAYP, those engaged via extended services through schools and targeted youth support. PAYP commissioning therefore needs to be undertaken in synergy with decisions on the full range of youth support services. Such a multi-agency approach should also reduce duplication in provision as well as identifying gaps in services. It also opens up possibilities of increasing reach and impact by pooling of budgets, enabling economies of scale or more creative use of funds including improved coordination of funding streams.

It is not in the best interests of young people (or local youth services) for decision makers to look narrowly at a solitary aspect of what youth support provides, what targets it achieves, or what funding it receives. The big advantage of taking an integrated approach, with the removal of the constraints which were inevitable with separate funding streams, is that it can act as a catalyst for new thinking about how to support young people. This is essential if we are going to keep services relevant to young people who are growing up in ever-changing communities.

Within Leeds there is excellent branding around Breeze, the Leeds City Council overall Youth Offer. The City’s Breeze Youth Promise has been developed to ensure all young people have knowledge of and access to services available to them. Breeze aims to ensure that the ‘hardest to reach’ young people receive support to access activities including the use of PAYP funding. The approach is one of ‘nesting’ a targeted programme within ‘universal’ provision.

The improved outcomes that we are seeking to achieve through the PAYP funding cut across a broad range of sectors including children’s services (both education and social care), health and criminal justice. The responsibility for the reduction in crime and anti-social behaviour comes within the remit of a range of local partnership bodies. As well as the Children’s Trust Board these include the Local Strategic Partnership (LSP), the Crime and Disorder Partnership, the Youth Offending Team Board and the police. All these partner agencies should be invited at a high level to collaborate and provide information and intelligence into the commissioning process.

In addition in non-metropolitan/rural areas second and third tier local authorities will need to play a significant role in commissioning.

The partners that we would expect to be directly involved or fully consulted in the commissioning process including the decisions on funding would be:

- children’s social care;
- Connexions;
- extended service schools;
- health;
- housing;
- police;
- third sector;
- leisure services including arts and culture;
- youth offending team;
- youth service including TYS; and
- crime and disorder reduction partnerships.

In Hackney, there is a quality assured commissioning process, which involves young people via the Hackney Youth Parliament. Through the LSP, a multi-agency commissioning process uses information on crime and disorder patterns, peer research and intelligence to identify areas of need and type of service delivery. Active consideration is given to issues of diversity including the provision of services for BME communities, those with disabilities and girls and

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young women. Proposals are made to cabinet where the final decision is made.

All partners, but particularly the Children's Trust Board and (particularly where there are children/young people deemed to be at risk of significant harm) the local Safeguarding Children Board will be concerned to ensure that they are dealing with the serious safeguarding issues that can be related to anti-social, criminal or gang related behaviour.

The Commissioning Process

We would anticipate that either the local strategic partnership or the children's trust board would nominate an agency to act as the main commissioner for PAYP funding. This could be any of the key agencies, typically either the youth service or Connexions. However, other mechanisms could be considered depending on local commissioning structures. Whilst it will be for local areas to determine the shape and nature of that process, key features should include:

- mapping of existing provision and identifying gaps for those most vulnerable;
- processes driven by both information and intelligence;
- active consideration of diversity;
- involvement of all of the key agencies and young people;
- consideration of pooling of relevant budgets;
- establishing processes for monitoring and evaluation – including, where appropriate, linking quality assurance arrangements to kite marking of services;
- information on any concerns regarding the involvement of young people in serious youth violence and gangs; and
- building the capacity of the third sector including promoting bidding by syndicates and where possible, considering simplification of the bidding process.

A number of the 15 areas reported on the need for positive activity programmes to engage young people from 8 years and upwards (below the usual age thresholds for the youth offending team and the youth service), recognising that young people were much harder to engage once they were involved with older possibly delinquent peer groups. This age group needs to be borne in mind when selecting agency contributors to the commissioning process.

The Children's Trust Commissioning Support Programme: <http://www.commissioningsupport.org.uk/> is now in place to provide support to local authorities' commissioning of young people's services.

Reference should also be made to the DCSF guidance on processes for joint planning and commissioning available at: www.everychildmatters.gov.uk/strategy/planningandcommissioning/

Useful guidance on working with the voluntary and community sector is contained in Talking Trusts – Recommendations for children's trusts working with voluntary and community organisations available at www.navca.org.uk/news/talkingtrusts.htm

Information and Intelligence

Young people who grow up in stable and supportive families and achieve at school are likely to be more successful as adults than those who do not. Those who grow up in low-income families, experience poor parenting, suffer negative peer or community effects, or struggle at school are more at risk of experiencing negative outcomes. These outcomes are often life-changing, such as getting involved in crime or anti-social behaviour, dropping out of education or becoming a teenage parent.

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Using all the information and intelligence available including the needs analysis, decisions will need to be made on the profile of young people to be targeted with PAYP funding and on the desired outcomes. This profiling needs to actively consider the needs of minority ethnic and faith groups as well as the needs of girls and young women. There may also be issues related to health and disability including mental health issues or learning needs.

As the extent to which young people are at risk of poor outcomes varies significantly between local areas so the profile of young people to be targeted will vary. For example, only a relatively small number of areas are having to tackle gang related behaviour and young people's needs will differ significantly between inner-city areas and more suburban or rural areas. Securing accurate information and intelligence and effective analysis will be crucial to ensuring resources reach those young people with the highest need.

The nature of the information that is available locally will

vary, but within every area the commissioning process needs to be informed by:

- the profile of children and young people who are at risk of poor outcomes including the areas where they live and their age, gender and ethnic origin;
- the geographical areas, estates, streets or public areas where there are concerns about youth disorder, serious youth violence or gang related activity;
- the mapping of existing provision for young people, including where and when it is available both for all young people and for the most disadvantaged; and
- community views on the times when it is most important to engage young people in positive activities.

Key documents to be considered when agreeing how PAYP resources are to be targeted will be the local Children and Young People's Plan and the Youth Crime Strategy (which may form a part of the Crime and Disorder Reduction Strategy). Where these have been developed locally, the local prevention plan and the youth crime reduction strategy should also be considered. The local Joint Strategic Needs Assessment will contain relevant health related information. There may also be relevant information about local concerns in public surveys.

Consideration also needs to be given to relevant national research and local evaluation on the effectiveness of particular interventions that are likely to prove effective in addressing the issues to be tackled and that meet the needs profile of the young people to be targeted.

Other sources of information include data from children's services on schools with high levels of truancy, information on bullying or high levels of referral to children in need services. Health data will also be relevant including information on areas with higher levels of teenage pregnancy or substance misuse. Housing services may have data related to nuisance or anti-social behaviour around their housing stock. The local Race Equality Council is likely to hold data related to racially or faith motivated hate crime.

A growing body of research evidence suggests that there is a strong relationship between victimisation and later offending. The local victim support service may well hold information on young people as victims of crime. It is recognised that the risk factors for children and

young people having poor outcomes related to their health, educational or career outcomes are very similar to the risk factors for those at risk of involvement in criminality and anti-social behaviour.

Police and YOT data may provide information about patterns of anti-social behaviour or crime. Attention should be given to when anti-social behaviour or crime is taking place. In particular whether there are particular times such as evenings or weekends where there are higher levels of youth disorder or street crime.

Youth offending service data may be particularly important in developing an understanding of the profile of at risk young people. For example, through analysis of data on first time entrants the profile of young people at risk of involvement in anti-social behaviour or crime can be established. Analysis of Onset and Asset data can also give a clear indication of the need profile of at risk young people.

To use all of this data and intelligence effectively those engaged in the commissioning process need access to skills in data analysis regarding young people at risk of poor outcomes. There will usually be relevant data analysis capability within the local authority including within children's services, the youth offending team, the crime and disorder reduction partnerships and the NHS.

The fictitious Barndale MBC has involved key partners in the commissioning process.

Local authority population data shows that the areas of highest deprivation are the Greenvale Estate, the Deepdenne Estate and the Highbrow District which adjoins Barndale Town Centre. These areas of the town have higher than average numbers of young people and the youth population in these areas is rising. Information is also provided on the ethnic origin of the populations in these areas.

The information section within children's services provides a range of data that begins to confirm the view that the Greenvale Estate, the Deepdenne Estate and the Highbrow District are areas for targeting for PAYP activities. For example, these are all areas that have higher than average:

- referral rates to children in need and child protection services;
- of children on the child protection register; and
- levels of teenage pregnancy and parenthood.

Information is also provided on the rates of truancy and exclusions for the schools that serve these areas. Health data showed that there were higher than average rates of referral for non-accidental injuries to young people and concerning rates of referral for substance misuse.

The YOT data analyst undertakes the analysis of key crime data. Some of the key information that the analysis provides is that:

- *Police and CDRP data show that three residential areas within Barndale that have the highest levels of youth ASB and crime are the Greenvale Estate, the Deepdenne Estate and the Highbrow District.*
- *The average age of entry to the youth justice system in Barndale is just under 15 years. However, around 15% of the first time entrants are aged between 12 and 14 years and 5% are between 10 and 12 years.*
- *The recidivism data for the 10-14 age group shows significantly higher than average rates of re-offending.*
- *Analysis of the assessment data for this group shows high levels of impulsiveness, concerns about risk of harm from others, high levels of special educational needs and school exclusions.*

In relation to the Greenvale Estate local consultation showed:

- *Concern from young people and other residents about crime and ASB particularly at weekends and school holidays.*
- *A group of young people on the Greenvale Estate expressed an interest in music workshops and some of the young women in particular expressed an interest in drama.*
- *A number of residents expressed their willingness to help establish youth provision.*

Meeting Diverse Need

It is likely that those young people most at risk of disaffection and exclusion are living in some of the most deprived and impoverished communities. This needs to be fully considered when commissioning and delivering PAYP activities. **Local areas will also need to ensure that commissioning processes give active consideration to all those at high risk of exclusion including girls and young women and different ethnic and faith groups.**

In Haringey a policy decision has been taken that has ensured that 50% of PAYP and PAYP provision is provided to girls or young women.

In both commissioning and service delivery thought needs to be given to young people with disabilities and potential health issues. For example, within the youth justice system a high proportion of young people have learning disabilities or mental and physical health problems.

Profiling Young People at Risk From Gangs

The DCSF has recently published draft guidance on *Safeguarding Children and Young People who may be Affected by Gang Activity*:

Establishing an evidence base, putting in place local protocols for information-sharing and effective multi-agency working will be key to preventing young people suffering harm in the gang context.

This draft guidance and when it is made available in the final version, should be fully considered by all areas commissioning PAYP.

Where there are identified problems in local areas regarding children and young people being at risk from gangs, it will be important to ensure that relevant staff within the agencies working to combat gang related problems are fully consulted regarding the commissioning of PAYP. The staff with this knowledge are likely to come from the police, the youth offending team, the youth service (in particular outreach teams), and third sector organisations. Other important sources of information will be community groups and young people.

The type of information to be considered will include:

- age, gender and ethnicity of known gang members;
- the demographics of the areas where gang members live;
- where gang activity takes place;
- the nature of that activity; and
- the risks that are being posed to children, young people and communities.

When considering the above information it should be remembered that young people involved in gangs may be both victims and offenders. Consideration should also be

given to the needs of young people who may be at risk from gangs.

Where information is shared that relates to specific individuals, full consideration must be given to confidentiality; and information sharing protocols or procedures must be properly applied.

In areas with known gang related issues, where PAYP funding is therefore being targeted, commissioning decisions will need to give consideration to managing any risks to children and young people, volunteers or staff associated with particular areas or groups.

Monitoring and Evaluation

Establishing clear objectives and measurable outputs and outcomes should be a key part of the commissioning process. These need to be realistic and agreed by and understood by the organisation and workers or volunteers delivering the project.

A key part of the service level agreement or contract should be defining how and when projects will report on outputs and how outcomes are to be measured.

Building Capacity in Communities

The drive towards quality and evidence-based practice should not stifle innovation nor dampen the efforts of smaller grass roots organisations. Local community provision, run by enthusiastic individuals, will always play a key role in engaging young people as part of the local offer.

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Where it is intended to target particular geographical areas or communities, contact should be established with community leaders, community groups or forums, the police and other agencies or organisations already working in those areas. Their views need to be heard regarding the issues that they face related to anti-social behaviour, street based crime, youth violence or gang related activity by children or young people and on how best to provide activities to divert young people away from these activities.

Thought also needs to be given as to whether local community based groups might be best placed to actually deliver activities. These groups might include tenants' groups, faith groups and existing voluntary youth

groups. However, such groups often lack the knowledge and capacity to engage with complex commissioning processes. Ways to increase participation by such groups include:

- capacity building through briefings or training events;
- looking critically at commissioning processes to ensure that they are not over bureaucratic; and
- working with a local voluntary body such as the Council for Voluntary Service who may be prepared to provide a syndicate bid which could support a number of smaller organisations.

Whilst commissioning processes will always need to be compliant with the relevant commissioning regulations, as set out in the European Procurement Directives, within some of the 15 areas there was a conscious effort to make the process more accessible to local groups by streamlining commissioning processes and developing simpler bidding procedures.

Useful resources in developing an engagement strategy can be found at www.vcsengage.org.uk and also through The National Youth Agency: www.nya.org.uk.

In commissioning services, thought also needs to be given as to whether resources can be applied in such a way as to build capacity in those communities. For example, recruiting local people as volunteers, sessional workers or mentors may serve to open up opportunities for individuals and increase the skills and resources within communities. In this way relatively small amounts of funding may increase the viability of local community groups.

When considering community involvement it is also important to consider those within the commercial sector who may see the benefits of promoting positive activities for marginalised young people.

In Southwark, the Involvement of Millwall Football Club as an outreach provider in areas of high youth crime provides recognition, endorsement and engagement of the target group. Young people also have the opportunity to engage in further provision that the Millwall Community Scheme has to offer. Delivery of the programme by Millwall Football Club was recognised and local community leaders commended the numbers of young people who engaged. Total number of young people engaged on the programme far exceeded the target numbers.

Future Flexibility

Current government spending plans have provided funding for PAYP for 2009-10 and 2010-11 but it is not possible at this stage to predict the spending plans for beyond this period. However, the intention of the investment in PAYP and its routing through the Area Based Grant is to seek to mainstream this type of provision into local authority youth provision in the medium to longer term. Local authorities should therefore take such a view on service delivery. In addition, areas will want to give consideration to ensuring that there is a balance between committing funds over the current two-year period whilst retaining flexibility in order to address evolving issues. Care should also be taken to ensure that where service provision is not at an acceptable level, or where service needs change, that there is sufficient flexibility to review and amend particular contracts.

Commissioning Checklist

- Active participation of young people?
- High level engagement in initiating the commissioning process?
- Consideration of pooling of relevant budgets?
- Processes driven by both information and intelligence?
- Clarity regarding target group and required outcomes?
- A multi-agency commissioning process with involvement of all of the key agencies?
- Active consideration of diversity?
- Capacity building in communities and the third sector?
- Monitoring and Evaluation?
- Future Flexibility?

Chapter 2: Programme Delivery

Evidence shows that high quality services delivered by a skilled and confident work force are the key to making a real and lasting impact on young people's life chances. Young people have to think highly of services if they are to take up opportunities which are not only fun and exciting, but can also improve their lives.

Aiming High for Young People

Key Messages

Features of the best examples of programme delivery demonstrated within the 15 areas were:

- delivery of high quality services that reached out to marginalised young people involving them in activities that captured their interest and imagination;
- a diverse range of programmes that engage young people within their communities;
- programme development and management that recognised that the engagement of highly disaffected and distrustful young people is a time consuming process;
- opening up opportunities for young people through accreditation of programmes and integration in mainstream provision; and
- investing in local people and services in ways that built capacity with communities.

Engaging severely disaffected young people requires agencies to recruit staff and volunteers who have the skills and knowledge that enable them to engage with marginalised young people and ensure that those staff are supervised in ways that enhance their motivation and commitment to the young people.

What Works Well

Aiming High details some of the essential factors regarding programmes that are aimed at improving outcomes for disadvantaged and disaffected young people:

- Engagement in more structured activities that

have a goal and a purpose correlate with more successful life outcomes. However, unstructured provision tends to attract more disadvantaged young people.

- An effective approach may be to initially offer unstructured activities and then introduce more structure once young people are engaged.
- Involvement in purposeful activities as part of a group with shared goals enables young people to develop a strong sense of identity.
- Youth work has a crucial role to play in supporting and challenging young people to try different things. Successful activities are attractive to young people and inclusive.
- Studies repeatedly show that programmes that 'lecture' young people are ineffective.
- Focusing on developing the skills young people already have instead of addressing deficits – in other words taking a positive approach – appears to be more likely to result in young people realising their potential.
- Programmes which aim to address young people's needs in the round are more effective than those more narrowly focused. For at risk young people, this means creating holistic, tailored packages of help and support which respond to the needs of the individual, rather than multiple sets of interventions each focused on a particular problem.

The above correlates closely with the experiences reported within the 15 areas.

Consultation

In order to design and deliver relevant high quality

services that young people will want to use they need to be actively engaged in the commissioning, design, ongoing delivery and evaluation of projects.

Young people's needs differ. For example, the issues young people are facing may be very different in a rural area than in an inner city area or between young people of different ethnic or faith backgrounds. However, whatever issues they face, meaningful consultation and engagement empowers young people and helps to ensure that the activities and projects are things they will really want to take part in.

The Birmingham PAYP Youth Forum has been established; eight young people are being trained by The NYA Young Researchers Network to undertake PAYP evaluations, contribute to programme planning, produce PAYP publications and provide a voice for young people on PAYP.

Risk and Protective Factors

Understanding the risk and protective factors that affect children and young people is key to the development of programmes which are likely to be effective in diverting young people from a range of poor outcomes. Risk factors are those aspects of children and young people's lives which make it more likely that they will face an increased possibility of poor outcomes such as offending, substance misuse or teenage pregnancy.

Examples of risk factors include:

- poor housing;
- truancy and parentally condoned absence;
- low school attainment; and
- lack of parental support and supervision.

The more risk factors that a young person is exposed to the more likely they are to suffer poor outcomes. However, exposure to multiple risk factors does not mean that poor outcomes are inevitable. Many children and young people who face these challenges in early life will overcome them. The key to overcoming exposure to multiple risk factors is developing resilience to risk through protective factors. There are a range of protective factors, three of which are particularly important:

- academic attainment;
- positive parenting; and
- the development of social and emotional skills.

Social and Emotional Skills

Aiming High sets out compelling evidence that social and emotional skills directly influence not only how young people learn and achieve but also their success in the labour market and the likelihood of them experiencing poorer outcomes such as becoming a teenage parent or being involved in crime. Consequently a key aim of the PAYP programme is increasing children and young people's social and emotional skills through high quality positive youth activities which engage them in their local community helping to create a sense of belonging.

Disproportionately, it is young people from poorer backgrounds and communities who lack the circumstances through which they are able to develop these social and emotional skills and so are at greater risk of poor outcomes. In the design and delivery of programmes, thought needs to be given as to how the activities might improve young people's social and emotional skills, including enhancing their self-esteem.

Whilst most young people have family members who can support them to access positive activities and take up leisure opportunities, many of the children and young people being targeted by PAYP may lack this important source of support. In some of these young people's families, relationships may have become fractured and the children and young people may have been emotionally harmed.

The availability of well-trained, high-quality, committed staff – youth workers who stay in post long enough to build the trusting relationships which young people value – is therefore key to success.

Aiming High for Young People

For disadvantaged and disaffected young people, relationships with youth workers and volunteers can provide them with significant role models that can transform their lives. However, it takes time to build relationships, particularly for those young people who because of previous life experience may be wary of adults, particularly those they perceive as being in authority. For young people to place trust in workers and volunteers there needs to be a consistency of approach over a period of time, sometimes months or even over several years. Projects need to be made available all year round and there needs to be consistency in staffing.

Times of Provision

The timing of PAYP provision should reflect the assessed needs of young people and their communities. A recent DCSF audit in 81 local authorities highlighted that Monday night, with 22% of the publicised evening provision, was the evening with the most to offer young people. Friday and Saturday night had below average provision, with 15% and 2.5% respectively. Activities should be available for young people throughout the week, including on a Friday and Saturday night.

In response to the lack of activities on a Friday and Saturday night the government has put in place a series of actions to increase provision and participation in Friday and Saturday night activities. These include providing dedicated funding to kick-start provision in 81 local authorities and amending all DCSF positive activity funding stream guidance.

Place and Access

Services also need to be delivered in places where young people want to be and where they feel physically and emotionally safe.

In Bristol, "The Creative Woodshed" project makes full use of its unique site, 'a green oasis in the city'. In addition to carpentry the project offers animal husbandry, horticulture, land management and sustainability training. All the training is hands on and tactile and provides opportunity to develop practical skills in an outdoor environment regarded as a retreat from the pressures and demands of the city.

There is a need to ensure accessibility to projects or activities. Young people not only need to be able to get to activities, they need to be able to afford them. It will also be important to ensure that young people feel safe in accessing projects, including giving consideration to issues of territoriality or simply whether young people feel safe going home late or in the dark.

Engaging Young People

There are no hard to reach young people, just those it's easy to ignore. We must try again and again to engage them.

PAYP Project Worker

Many of the children and young people that PAYP is seeking to engage may be choosing not to take part in existing youth provision. Ways need to be found to reach out to these young people and attract them into more positive activities.

In Lambeth Bluetooth technology is being used to send short video clips and messages to young people and there is a 24-hour free phone telephone booking system to book young people on to PAYP.

Offering young people the opportunity to influence the development of services makes them much more likely to take up those services.

We know that disaffected young people are often distrustful of authority. We also know that in the first instance they may not be responsive to *structured* activities but may respond to informal group work approaches – typically through detached youth work methods. Consequently, when trying to first engage young people, it may be necessary for the worker to offer a period of informal group activity in settings in which they are comfortable and safe. This can be followed up with facilitating their involvement in shaping activities that will be of interest to them or inviting or signposting them into more structured activities. This detached youth work approach – using outreach to engage with young people on the streets proved fruitful in many of the 15 areas.

In Liverpool, 5Alive is a mixed arts/sports project intervention for young people in vulnerable risk situations, with potential involvement in antisocial behaviour. The prime mode of contact is through extended outreach in detached youth work. Features include the matching of street based individuals and groups with young people and volunteers who are already engaged. 5Alive has substantially increased the uptake of performing arts, music and sporting opportunities.

Within many of the 15 areas there was a diverse range of activities offered. These covered a very broad spectrum including:

- arts and crafts;
- information and media technologies;
- music, dance and theatre;
- sports and outdoor activities; and
- volunteering and citizenship.

Where projects are seeking to engage girls or young women thought should be given to single gender groups. Consultation should take place to discover what activities are of interest to groups being targeted. Within the 15 areas, activities that proved attractive to young women included:

- dance;
- fashion;
- health and beauty;
- music and drama; and
- sports.

Services need to ensure that they overcome young people's fear of discrimination or being misunderstood by ensuring that activities are sensitive to issues of faith, culture and gender. An important aspect of this is considering how the diversity of the staff matches that of the target group of young people.

In a number of the 15 areas, large-scale music or dance events were used to attract young people, with youth workers being available on-site to engage with the young people. A report detailing all of the projects including a number of in-depth evaluations is available at www.nya.org.uk/justicerecentwork

There may be local third sector providers where investment (even relatively small amounts), could enable them to expand their activities and allow them to reach out to the most disaffected young people. Such groups may include community groups, residents associations, faith groups and charities that are locally based.

Enhancing Community Cohesion

There is also a clear need to dispel negative perceptions of young people by building better relations between the generations, as well as between different ethnic and faith groups, fostering better community cohesion, and generating a stronger sense of collective responsibility for our children and young people.

Aiming High for Young People

Children and young people need to feel a part of the communities in which they live. If their perception is that they have nothing and that they are not valued, then they will believe that they have little to lose and may see that they have much to gain through identification with delinquent peer groups and perhaps group or gang related acquisitive behaviour or violence. We need

to provide children and young people with a real and tangible sense of personal worth and ensure they have a genuine role and voice in their communities; we need to create a sense of belonging.

The young people that PAYP is seeking to engage are a part of their local community. It will be important to work with local communities and young people from those communities in developing and providing appropriate activities that will positively engage young people.

There is also a need to recognise the influence that parents continue to have on their children and to actively work to involve parents both when working with young people and as an essential part of the engagement of communities.

Recruiting volunteers or sessional workers from within communities may be an effective way of developing links within those communities. This can involve young people in delivery of services for example as mentors or volunteers in work with a younger age range. Recruiting from within communities and then training those staff and volunteers can build capacity both in communities and in organisations.

In Bristol, young people at risk of involvement with knives and gangs as well as offending are targeted through the High Road Studios Project. Young people involved in the project have produced and performed in music and drama productions in local theatres, these shows have become 'sell out' performances. The project develops peer mentors from young people accessing the services. Six young people have been trained as mentors, three are still working at the project, and the other three have all moved on to other youth services, including the City Council.

Within Lewisham, a key work and mentoring programme recruits key workers from mentors who are local community members. This is viewed to be both increasing the skill base within the local community as well as providing job opportunities for local people.

Promoting contact between young people and other residents can be a powerful way to change negative perceptions of young people. It can also serve to help young people to understand why aspects of their behaviour may be of concern to other community members. A great deal of the work around re-engaging young people within their communities and described in

this section is inherently inter-generational. Within the 15 areas, such work included bringing young people into community forums and getting young people talking with community members through survey work on neighbourhood perceptions.

However, within the pilots there were examples of work that was specifically designed to increase understanding between generations.

The Prevention Team from the Youth Offending Team in Trafford facilitated inter-generational work between young people and older people from a local residential care home. Six young people and six residents joined together in sessions of discussion, combined with artwork, with the main theme as; 'What makes you happy?' The thoughts that came from this discussion have created a vibrant mosaic that shows that no matter what age or background people are from, we have many similarities and we all want to be happy!

The project was a great success, opening minds across the whole group. Intergenerational work can be difficult but exciting because it challenges many of the stereotypes and segregations on which modern life is built, which can often lead to divisions between people.

In some areas there may be a lack of buildings where inter-generational activities can take place or a need for open space for games. Bringing redundant or under used buildings and spaces back into use should also be part of local strategies that will help to engage both the older and younger members of communities.

In Birmingham, Conka Island is a grass area about 150 metres long and 75 metres wide. Two paths cross the Island meeting amid a group of Horse Chestnut trees. In the vicinity of the Island, police were receiving complaints about ongoing nuisance and anti-social behaviour. Police were regularly called to move young people on and relationships with young people had become antagonistic. The decision had been taken to apply for a Dispersal Order for the area. The YIP (which was PAYP funded) negotiated a six-month period where they would work directly with the young people in the area and the Dispersal Order was put on hold. A consultation exercise identified what young people wanted and the key issues they faced. Young people drafted a questionnaire and consulted local residents to identify their concerns and issues.

Agreement was reached, to submit a Lottery bid,

for an improvement plan for Conka Island. Litterbins and benches have been provided. In the summer months football takes place three times per week. Young people have been involved in bulb planting and environmental projects. If the police receive complaints they will explain that the Island is a place for young people to meet and use and no longer respond by clearing the area. In return the young people no longer meet or congregate in the places that previously caused nuisance. Conka Island has "evolved from a scary place into something nice."

Community Development Coordinator

Engagement with the Police

In areas where children and young people are at risk of becoming involved in anti-social behaviour and gun, gang or knife crime, involving the police in planning and delivering provision has proved beneficial. The police will also have a key role in the commissioning process including decisions about priorities and where investment is targeted. In addition, it is important that the police have the fullest awareness of where and when provision is available to enable them to signpost young people into provision.

A number of the 15 areas included specific initiatives to enhance relationships between young people and the police, these have included:

- involving local police and community support officers in activities as instructors or coaches;
- competitions between police and youth teams;
- residentials involving young people and police; and
- arranging sessions where neighbourhood officers talk with young people about their experience of stop and search.

In Sheffield PAYP funding has been used to provide equipment for Aspire, a non-contact boxing project, based at a Pakistan Muslim Centre. Suitably qualified volunteers provide staffing and the project is run on a Saturday. The area has been highlighted, as there are issues about the community's relationship with police community support officers, who are the subject of regular abuse when on patrol. The project aims to help improve relationships between the community, especially Asian young men and PCSOs by using officers as coaches. Twenty PCSOs are being offered Boxer tutor training. The aim is for officers to be able to deliver sessions in after school clubs and youth centres and other locations.

Another feature of some of the PAYP provision in the 15 areas was the development of schemes to improve cohesion between young people living in different localities.

The B United project in Birmingham works closely with young people from across different postcode areas. The project was initiated following evidence that young people from other areas were harassing children on leaving school. Young people are targeted for referral through multi agency meetings sharing knowledge and intelligence.

Exchange visits, activities and residentials are organised in locations across the area, bringing young people together from the different groups in the postcode areas. Young people decide on the activities to undertake, when it is their turn to host.

Accreditation

Engaging young people is a fundamental starting point. Opening up opportunities for them is then a vital aspect of ongoing PAYP provision. A key feature of many of the projects in the 15 areas was ensuring that young people's involvement helped in developing skills that could assist them in their education, training or employment.

In Southwark, the Street Vibes Music Project was commissioned during the summer to engage with young people who had a background of poor participation, attendance or engagement with education and learning with the objective of returning them to education, employment or training in September. Through engagement with the project 35 young people secured AQA qualifications in up to three different units: Recording and Producing a CD, Music Appreciation and Rap Vocals.

A number of the projects ensured that the activities they were offering were accredited and could offer young people qualifications.

Working With Children and Young People At Risk of Gang Involvement

The young people we interviewed who had been both offenders and victims of violence described high levels of violent crime, drug use, gang warfare, unemployment and low-income families in their local neighbourhood. As

well as fear of crime, a lack of recreational facilities in the local area made participants feel that there was 'nowhere to go' or 'nothing to do'.

Hoodie or Goodie? – Victim Support

Delivering services to children and young people at risk of involvement in gangs requires processes to be established to identify who may be at risk. Within the 15 areas there were a number of schemes that were targeted specifically at young people at risk of involvement or already involved with gangs. Common features within the PAYP projects were:

- using a multi-agency panel process used to identify those at risk;
- comprehensive assessment of risk factors and young people's needs; and
- individual support programmes.

The following is illustrative of an effective panel process designed to identify young people and begin the process of assessing the level of risk of gang involvement.

In Birmingham, the Holte Extended Schools Cluster Project undertakes an assessment of each referral to identify the exposure a child or young person has experienced to gang and gun crime. This is undertaken in order to identify the most suitable level of project involvement. This is based on a three-tier approach, as follows:

- *Those young people known to have been approached or pressured to become involved in gang activity, often identified in school playgrounds.*
- *Those young people known to have witnessed or been present, perhaps where a family member has been involved in a gang related incident, witnessed by the young person.*
- *Those young people who are known to have been involved in gang activity.*

Another approach was to actively identify and support a specific target group of young people. Once children or young people were identified an assessment of need was undertaken using the common assessment framework.

The Fallowfield project in Manchester involved key partners at an early stage in the planning process to establish clear criteria for the identification of young people at risk of getting engaged in gun or gang behaviour. This led to the identification of a cohort of

13 young people identified as vulnerable.

Through multi-agency sharing of information and the establishment of a lead professional, a Common Assessment Framework (CAF) assessment was undertaken to build an effective case plan for the young persons and their families with the emphasis on challenge and support. The main aim was to get partners engaged and look at services that young people require. The intent was for a bespoke core team to support the young person. This was then led by a nominated lead professional who already had an established relationship with the young person.

PAYP funding has also been used to fund intensive individual interventions with those at risk or actively involved with gangs.

Within Hackney The Mobile Gangs Intervention Team (MIT) is a specialist service run by the YOT. The MIT is part of a borough-wide multi-disciplinary partnership approach to gangs. The team receives referrals and supports young people who are at risk or involved in gang related offending. Workers undertake a robust assessment of young people and then in conjunction with the young people, negotiate a programme of support based on their needs and circumstances. It is responsive and flexible using a range of engagement activity such as group and individual counselling, preventative work in schools and youth clubs and victim support.

The following is an example of individual support provided to a young woman who was at risk of gang involvement.

YourStory is a charity that uses values-based coaching with disadvantaged individuals and communities to create trust and understanding, helping young people to build a positive future. A young girl was referred to YourStory by her school. She was being pressured into joining a girl gang and was at great risk of permanent exclusion. YourStory engaged her via group work, she showed potential and was selected onto the peer mentor training. She engaged with YourStory prior to leaving Year 11 and was able to steer away from the local gang and their activities. The residential course helped her to become more focused in her aims and she completed the nationally accredited 'Essentials in working with Young People' course. YourStory assisted her with her career development plan and CV, she successfully submitted an application to catering

college and is now studying at college. YourStory is working with her to gain part-time employment in the catering industry.

Another approach has been to use PAYP funding to develop street based youth work teams that intervene directly when there is potentially hostility between groups of young people.

Within Lambeth, full-time PAYP staff provide 24/7 coverage of the borough to respond to urgent requests for targeted youth service assistance in areas where anti-social behaviour and/or gang activity are developing or established. Staff provide immediate support to mediate between rival gangs along with providing a visible reassurance to the communities where problems occur. All PAYP staff wear hoodies and jackets with "Staff" and "Targeted Youth Support" highly visible on their clothing. This makes them identifiable to both young people and the community.

Another approach is for a central team to monitor gang activity and membership.

In Croydon, the Gangs Advisory Project (GAP) is located within the YOT. The GAP has undertaken a range of programmes and initiatives which include; monitoring gang activity and membership, a specific programme for those caught carrying knives, a targeted weapons programme, multi-agency gangs awareness training, provision of information to parents carers and professionals and group work sessions in schools. The project also undertakes interventions where there is an immediate local concern around gang activity.

Within the 15 areas, there were innovative approaches to working with young people around the risks from gangs. Approaches varied according to the age and extent of risk.

As part of the Holte Extended Schools Cluster in Birmingham, ACEC LTD worked with young people to develop a comic for children and parents to raise awareness about gang involvement. This comic has been printed and distributed to all year 6/7 pupils within the extended school cluster and to all young people known to the Youth Offending Service. This project developed from a street event for young people lead by the Safeguarding Partnership.

Safeguarding and Risk Management

Because of their higher levels of need, the young people targeted with PAYP funding may have a greater propensity to engage in behaviours which put them at risk. They may also have missed out on learning opportunities geared to promoting their health and wellbeing within other environments.

Once projects have become established and trust has been developed with young people, it will be appropriate to introduce learning for young people around sexual health and substance misuse.

Vulnerable and disaffected young people are also at higher risk of becoming victims of crime. In 2007 Victim Support published a research report *Hoodie or Goodie? The link between violent victimisation and offending*. This research identified risk and protective factors affecting young people and their likelihood of becoming an offender following victimisation. It also outlined the main pathways thought to explain how victimisation can lead to offending. Project staff should be alert to these risks and help young people to develop strategies that will

help them to avoid being victimised.

An important aspect of programme work with all young people will be raising awareness of the dangers of carrying knives or other weapons. Where young people are on the periphery of or involved in gang related activity they may be at particular risk of injury from knives or other weapons.

It will be important to ensure that both staff and volunteers have access to clear guidance around safeguarding young people. There may be a need to review safeguarding procedures to ensure that they take account of the issues that staff and volunteers working with highly disaffected children and young people or young people involved in gang related behaviour may encounter.

Staff will also need guidance on risk management processes around working with young people who may present a risk of harm to themselves, other young people or staff. There are also likely to be training issues to consider related both to safeguarding and risk management.

Chapter 3: Monitoring and Evaluation

Key Messages

The key messages that have come from the 15 areas are:

- commissioning processes need to set clear expectations and procedures for ongoing monitoring and evaluation;
- there needs to be clear guidance to projects regarding the type of data and information to be collected;
- there is a need to monitor and evaluate projects using both quantitative and qualitative data and information;
- consideration needs to be given to skill development for project staff in information collection and analysis;
- local areas should train young people and use them to evaluate services and conduct ongoing research; and
- there is a need to demonstrate the impact of effective investment and project delivery.

One of the limitations identified within the 15 areas was insufficient attention being paid to evaluating the effectiveness of schemes or projects. The Audit Commission report *Tired of Hanging Around* also identified the extent to which the projects they studied *didn't measure outcomes or relied on anecdote*.

Some of the key recommendations from the Audit Commission were of the need to:

- train staff to implement a strategic commissioning process of analysis, planning, implementation and review;
- promote project management, monitoring and evaluation training for project staff; and
- make evidence-based decisions when commissioning activities by building and using a strong, local evidence base.

Tired of Hanging Around also identified a lack of knowledge of monitoring and evaluation and inadequate understanding of the terminology. It also identified

the need to develop a simple template for project and programme evaluation. Consequently at the end of this chapter there is an introduction to some of the key terminology around monitoring and evaluation used in the chapter and an appendix which includes a template for programme and project evaluation.

Commissioning

From the outset there needs to be clarity as to how schemes will be monitored and evaluated against agreed project objectives. This means ensuring that how projects will be monitored and evaluated is an intrinsic part of the commissioning process including clarity of expectation within service specifications and contracts.

The following gives an indication of the links between commissioning and evaluation. At the commissioning stage:

- consideration needs to be given to the issues that are to be addressed and the needs profile of the young people involved;
- consultation needs to take place with young people regarding the types of activities that they would like to engage in;
- commissioning decisions need to draw upon national evidence and local evaluation of what is likely to work to address the concerns and meet the needs of young people; and
- service specifications need to set clear expectations regarding project monitoring and evaluation and be clear regarding the data and information that is to be collected.

If the above has not been completed at the commissioning stage, even at the simplest level, it will make evaluation potentially problematic. Who was the project intended to benefit? What should the activities have been? What data should we have collected?

The other important link between evaluation

and commissioning is that evaluation should inform commissioning. When re-commissioning existing projects or commissioning new projects, consideration needs to be given to project evaluations in order to consider what approaches have been effective.

Reference should be made to the DCSF process for joint planning and commissioning. A range of information is available at: www.everychildmatters.gov.uk/strategy/planningandcommissioning/

Monitoring

Although data collected for monitoring is likely to inform evaluation, project monitoring should nonetheless, be seen as a distinct activity from evaluation. Within this context the purpose of monitoring is twofold, firstly ensuring that projects are delivering what has been agreed or contracted and secondly supporting projects and where necessary helping them to adapt (or negotiating a contract change) where an approach is not working or needs have changed.

Within the 15 areas, the best examples of monitoring were those agreed as part of the commissioning process. It will be important to have mutual clarity between the commissioner and provider regarding the data that will be collected and when it is required. Several authorities used quarterly requirements. Basic data for monitoring that might be expected would include:

- the numbers of young people being worked with broken down by age, gender and ethnicity;
- the types of activities being undertaken;
- the location and date and time of sessions; and
- reporting on resources such as staffing and budgets.

Monitoring is, however, much more than simple data collection, it also needs to rely on qualitative data gained from discussion about matters such as the experience of running the project and the issues that are being encountered. Wherever possible there should be opportunities created to talk with young people about the project and their views of how the project is meeting their needs. Such qualitative data is just as important in understanding how a project is working as the quantitative data such as the numbers attending.

Regular project monitoring was seen by the 15

areas as an opportunity to have dialogue with providers about how the project was going and providing an important opportunity to find ways forward where the project was encountering difficulties, failing to meet targets or identifying different levels of need or expectations by service users.

Evaluation

Evaluation needs to be considered on three levels:

- **Authority Level**, the overall effect of a funding initiative such as PAYP.
- **Project Level**, the impact of a particular project on an area or community and on the young people provided with services.
- **Individual Level**, what difference did involvement in a scheme make for the child or young person.

There is clearly overlap between these three areas of evaluation and indeed they can be seen to feed into each other. For example, information about what has happened as a result of individual involvements will be key data in terms of evaluating the impact of a project. The collective impact of projects will inform evaluation of the overall impact within the authority.

Whether the intent is to evaluate at authority level, project level or individual level, the starting point for the evaluation should be the original objectives; what the initiative, project or individual intervention was meant to achieve.

Authority Level

Nationally, the objectives for the PAYP funding are two-fold. Firstly, through engagement in positive activities, to *divert* the most disadvantaged and disaffected young people from a range of poor outcomes which include low educational attainment (because of truancy or exclusion), teenage parenthood, involvement in substance misuse or involvement in anti-social behaviour or offending. Secondly, building on the diversionary objective, PAYP is also about *developing* young people – to build their self-esteem and social and emotional skills. This will help to ensure that they continue to participate and achieve in learning and overall to make positive contributions to their communities. In this way, properly targeted PAYP funding can make a significant contribution to supporting

local authorities' achievement against the indicators in relation to the Youth PSA (14) – increasing the number of children and young people on the path to success.

These high level national objectives will inform the local context. This is likely to include focusing the funding on geographic areas which have the highest relative levels of deprivation and social exclusion, which are generally characterised by high teenage conception rates, high levels of school exclusion or involvement in street crime or anti-social behaviour. It might also include concerns about particular town centres or around amenity areas such as parks.

So for the fictitious Barndale MBC the overall objectives might be:

- *To provide positive activities for disadvantaged young people at risk of poor outcomes including school exclusion, substance misuse and street based crime from the Greenvale Estate, the Deepdenne Estate and the Highbrow District.*
- *To divert young people from group based anti-social behaviour in Barndale Town Centre with a specific focus on Friday and Saturday night.*
- *To reduce levels of school exclusions of young people from the target estates.*
- *To reduce referrals to the Barndale Accident and Emergency Service of young people needing treatment for drug or alcohol related reasons.*
- *To reduce street based crime and anti-social behaviour committed by children and young people in the areas identified above and across the local authority area.*

Barndale MBC set some measurable high-level outputs for the PAYP funding:

- *To provide diversionary activities year round on the above estates on a minimum of four nights per week during term time. Two nights must be on a Friday or Saturday night.*
- *To provide 6 day a week activities throughout the school holidays on each of the estates.*
- *The mobile outreach resource on Friday and Saturday evenings should engage with at least 75 young people per night and provide advice on safe levels of drinking, sexual health advice and provide information on the positive activities available throughout the Barndale area.*

*The high level **outcomes** for Barndale MBC were set as:*

- *To reduce the recorded levels of street based crime and anti-social behaviour attributed to children and young people.*
- *To reduce the levels of public concern and anxiety about young people's behaviour particularly in the identified areas.*
- *To change perceptions of the residents and young people that the target estates have little to offer young people.*
- *To see an increased involvement of young people from the identified areas engaged in their communities in such activities as public consultations and local youth forums.*
- *To reduce the levels of truancy and school exclusion of young people from the identified areas.*
- *Reduced referrals to the Barndale Accident and Emergency Service of young people needing treatment for drug or alcohol related reasons.*

Barndale MBC will evaluate the success of the initiative annually and at the end of the two-year funding period. Some of the key data that Barndale MBC will draw upon to evaluate the PAYP initiative will be:

- *The national indicator (NI 110) measuring the level of positive activity taking place.*
- *Police data on recorded crime statistics ie theft from the person, robbery and criminal damage.*
- *Police data on stop and search and the numbers of weapons identified.*
- *The police or community safety team or ASB unit may also hold data on the levels of reported anti-social behaviour or levels of ASBOs or ABCs.*
- *First time entrants to the youth justice (NI 111) and information from the YOT on first time entrants and the local areas that they come from.*
- *The annual Barndale survey of residents' perceptions (which has been reviewed in order to take account of the PAYP data requirements).*
- *The levels of attendance of young people at consultation events and local youth forums.*
- *Under 18s' conception rate (NI 112).*
- *16-18 year olds not in education employment or training (NI 116).*
- *Data from children's services on levels of truancy and exclusion.*

Additional data sources might include:

- *Housing data on levels of complaints from tenants and on repair costs through criminal damage such as graffiti.*
- *Data from the local Race Equality Council on levels of reported hate related incidents linked to race or faith.*
- *Data from local gay and lesbian organisations on levels of hate related incidents.*
- *Casualty figures on injuries to young people through assaults including weapon wounds.*
- *Casualty figures on young people being treated for drug or alcohol related reasons.*

The above is clearly a simplified schematic of the approach that needs to be taken to an authority wide evaluation of PAYP. However, this should provide a starting point for local areas to consider and further develop within their local context.

Project Level

An evaluation process at the project level can be illustrated through the (fictitious) requirements for a year long series of music and dance workshops on the Greenvale Estate.

The objectives for the Greenvale Estate Music and Dance Workshops were:

- *Through a range of music and dance workshops, to engage disaffected young people on the Greenvale Estate, in order to help local young people gain new leisure interests, develop new skills and opportunities and promote resilience.*
- *Through effective engagement of young people to reduce the levels of anti-social behaviour on the Greenvale Estate particularly on Friday and Saturday evenings.*
- *To reduce levels of substance misuse by young people from the Greenvale Estate.*
- *Recruiting four local residents to work as volunteer instructors.*

A linked set of outputs for the above programme were:

- *To have provided 48 weekend workshop events over a twelve month period with engagement*

of at least 30 young people (50% male and 50% female) at each workshop.

- *To have actively engaged with a core group of 20 young people identified by a multi-agency panel as being at risk of anti-social behaviour or street crime.*
- *That at least 10 young people gain a recognised accreditation in music or dance.*

A linked set of outcomes for the above programme could be:

- *A reduction in the number of first time entrants to the criminal justice system from the Greenvale Estate.*
- *A reduction in the levels of reported anti-social behaviour on the Greenvale Estate.*
- *To change perceptions of the residents and young people that Greenvale Estate has little to offer young people.*
- *An increased involvement of young people in the Greenvale youth forum and representation from Greenvale on the Barndale Youth Parliament.*
- *Reduced referrals to the Barndale Accident and Emergency Service of young people needing treatment for drug or alcohol related reasons.*
- *To contribute to a reduction in the levels of truancy and school exclusion of Greenvale young people.*

Some of the key data that Barndale MBC IYS Manager will draw upon to evaluate the Greenvale Estate Music and Dance Workshop will be a subset of the overall MBC authority data detailed above. The extent to which this data can be used will be dependent on whether that data is recorded and broken down at district or ward level. This broad data may provide a range of data including:

- *Reported levels of crime and ASB being committed by young people on the Greenvale Estate.*
- *Truancy and school exclusion data for young people from Greenvale Estate.*
- *Levels of referrals from the Greenvale Estate to the Accident and Emergency services of young people needing treatment for drug or alcohol related reasons.*
- *The perceptions of residents and young people about the Greenvale Estate and youth disorder.*

However, where the data being discussed is not easily available at district or ward level it may be necessary to try to obtain this type of data in other ways. For example, the local police may have data available from the neighbourhood teams on levels of crime or call outs to youth related disorder.

There may be a need to gather data on the perceptions of young people and residents about crime on the estate or the activities and resources available to young people.

Routine monitoring data from the project should provide much of the data required to evaluate and report on the outputs such as the numbers of young people engaged in the project and the number and frequency of sessions.

There is then a high level of crossover between outcome data on young people needed for evaluation at a project level and data at an individual level to evaluate individual progress.

Individual Level

The individual level data has two purposes, both to inform higher-level evaluations at authority and project level and importantly to gauge the impact for individual young people.

The extent of individual data available to the Barndale MBC IYS manager is good for the core group of 20 young people that the programme has engaged. These young people were all referred through a multi-agency Youth Inclusion Panel (YIP) process. Consequently there is quite comprehensive information available on this group.

The Barndale YIP recorded an assessment for all the young people as part of the referral process using Onset (a Youth Justice Board assessment tool). A further Onset assessment at the halfway point in the project (6 months) meant that it was possible to measure changes in young people's risk profile and attitudes to offending.

In relation to other young people who had attended

the project, a basic set of membership data such as age, ethnicity and gender had been kept. Importantly there was also the information on accreditation. Two other important data sources were also available.

- *Three of the young people had been encouraged to keep video diaries of the work of the project. This had included interviews with young people about their experiences of the project and also interviews with parents and family who had attended a show put on by the young people.*
- *All of the young people who had regularly attended sessions had completed a questionnaire about the project.*

In order to judge individual progress, project workers and other involved professionals were able to use the initial referral data, the Onset data, other project data (including where relevant accreditation) and the views of young people to judge the progress they had made.

Based on all of the above data sources the Barndale MBC IYS Manager was able to produce an evaluation report for the Barndale Children's Trust which detailed:

- *reductions in the level of crime and disorder on the Greenvale Estate;*
- *reductions in the level of referrals to the accident and emergency service from the Greenvale Estate for incidents related to substance misuse;*
- *improved perceptions of young people and the youth facilities within the area;*
- *that two of the local volunteers had gained part time employment within the youth service; and*
- *a range of improved outcomes for many young people.*

Again, the above is a simplified schematic this time of the approach that needs to be taken regarding the evaluation of the impact of a project both for the broader community and for the individuals concerned. However, it should also provide a starting point for local areas to consider and further develop within their local context.

Definitions

Data, can be viewed as the building blocks, the basic numbers or range of views expressed.

Information is the sense we make of data. Information can be described as data that has relevance and purpose.

Monitoring is the ongoing process of ensuring that projects are complying with contracts or service level agreements. Monitoring is likely to rely on output data.

Evaluation is the process of understanding the merit or worth of something. In this context this is likely to be judging the project against objectives and whether a project or an intervention had the intended effect.

Evaluation may be ongoing or it may be undertaken at the end of a project or even some months or years later. Evaluation is likely to rely both on output data and outcome data.

Aims or **Objectives** can be simply expressed as what the project is intended to achieve or expressed in this language the outcomes.

Outputs are the tangible things that the project produces or delivers.

Outcomes are the things that are intended to result from the scheme or project, the effects or consequences of the project.

Quantitative data is something that can be counted or measured ie the number of sessions that a project ran or the numbers of young people who were worked with or arrest rates in an area.

Qualitative data is much more subjective. It could include young people's views on whether they found an activity useful or the views of a community member on whether they feel safe.

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Evaluation Template

Introduction

This appendix is designed to help local authorities and their partners develop their practice around monitoring and evaluation. This has been identified by local authority areas in receipt of Positive Activities for Young People (PAYP) funding as a key area where support is needed. A more rigorous approach to data collection was also identified by the [National Evaluation of PAYP](#)¹ and in the Audit Commission report [Tired of hanging around](#)². The Audit Commission recommendations included the need for training for project staff in monitoring and evaluation.

Good monitoring and evaluation practices that use and build the local evidence base are also necessary as part of an effective commissioning process. The inclusion of young people in reviews and evaluation is vital to maximise the learning from projects and programmes designed to improve the accessibility and quality of positive activities.

The tables below are intended to assist with knowing what data is likely to be available locally and in decisions on the relevant data that will need to be collected. The

tables follow the three levels of evaluation outlined in Chapter 3.

- Area-level data on the broader 'environment' or context, usually based on administrative lines (eg local authority area borders).
- Project-level – a project or programme as a whole.
- Individual-level on those who have been involved in projects or programmes (eg personal feedback from participants; ONSET scores).

The tables are intended as a guide to help workers consider which sources of data are likely to be available in their local area and assist with decisions on the relevant data to be collected.

Guidance notes below each table are included for those data types followed by a letter in brackets.

Notes:

- 1 *Positive Activities for Young People*, National Evaluation (2006), London: DCSF, 2.2.25, p.23.
- 2 *Tired of hanging around: Using sport and leisure activities to prevent anti-social behaviour by young people* (2009), London: Audit Commission.

Table 1 Area Level Data

Data Type	Data Source
Recorded crime statistics (a)	Police/Community Safety Team (CST)
Anti-social behaviour data (b)	ASBU, CST
Police stop and search data (c)	Police
A&E data (d)	Hospital/PCT
Bullying data (e)	Tell Us Survey (DCSF)
First time entrants to criminal justice system (NI 111) (f)	YOT/DCSF
Participation in positive activities (NI 110) (g)	DCSF Tell Us Survey
Under 18 conception rate (NI 112) (h)	ONS supply data to DCSF
16 to 18 year olds not in education, training or employment (NEET, NI 116) (h)	DCSF
Substance misuse by young people (NI 115) (h)	Tell Us Survey (DCSF)
Truancy data (i)	DCSF

Notes

- a. **Recorded crime statistics.** For example, gun crime, knife crime, violence against the person. One aim of PAYP projects is to provide diversionary activities for young people to help prevent their involvement in crime and anti-social behaviour. Part of the picture in terms of understanding impact will therefore be to explore the local crime statistics. The use of the statistics will depend partly on how they are disaggregated (broken down) geographically and in terms of time and time interval. Localised recorded crime statistics (rather than for the whole local authority area) may be more useful. It would probably be best to get these broken down on a month-by-month basis, going back in time to a period preceding the PAYP work. Recorded crime stats will only tell part of the story because of the 'hidden' nature of much of violent crime involving young people as victims or perpetrators. But they are a useful quantitative measure.
- b. The police or community safety team may well have other quantitative data available that might be useful, including **reports of anti-social behaviour**, as well as the number of ASBOs and ABCs issued. As with all data sources care needs to be taken with interpretation. For example, an increase in the use of ASBOs could be due to a change in the effectiveness of collection and presentation of evidence as much as any 'real' change in the incidence of ASB. Gaining access to this data will be by negotiation with individual local authority areas.
- c. **Police stop and search data** – eg finds of illegal items per number of searches undertaken (if available locally).
- d. **Accident and Emergency data** from local hospitals (eg recorded incidents of wounding).
- e. **Bullying data** from local schools (eg Tellus 3 survey findings would be the latest available until Tellus 4 is undertaken in Autumn 2009).
- f. **First time entrants to the criminal justice system data** (National Indicator 111). Some data was published in November 2008 by the DCSF: number of first-time entrants aged 10-17 to the criminal justice system in local authorities in England 2000-01 to 2007-08. Data can be provided by local Youth Offending Teams. The local YOT should be able to provide a wide range of data related to first time entrants ie age, gender, ethnicity, offence type etc. It should also be possible to analyse this data by postcode. Analysis of Asset data from FTEs should enable a basic profile of need.
- g. In addition to some data collected and collated to evidence National Indicator 110 (participation in positive activities) there might be other local data sources available for participation and/or engagement. In Leeds, for example, a good indicator of increasing uptake of opportunities and engagement with services is data collected as part of the local Breeze branded youth offer.
- h. Participation in positive activities is likely to have a wider impact than simply influencing crime and anti-social behaviour statistics. Likewise, a reduction in anti-social behaviour or recorded crime does not necessarily mean that positive activities are being delivered well in a (local authority) area. Wider sources of information collected in all local authority areas that may be of interest include the teenage conception rate, 16-18 year olds not in education, training or employment and substance misuse amongst 10-15 year olds.
 - i. **Under 18 conception rates** (young women aged less than 18 years, NI 112). ONS annual conception statistics (published February each year) are used for monitoring progress towards the Teenage Pregnancy Strategy's target, which is to halve England's under-18 conception rate by 2010, from a 1998 baseline. Progress against target to be assessed in 2012.
 - ii. **NEET figures** (16-18 year olds, 1985-2007, NI 117). The national statistics on participation of 16-18 year olds in education, training and employment are produced by the DCSF. They have a PSA target to reduce the proportion of 16-18 year old NEETs by 2% points by 2010. Their Statistical First Release (SFR) 'Participation in Education, Training and Employment by 16-18 Year Olds in England' is the primary source of data on 16-18 year old NEETs.
 - iii. Substance misuse data. **Smoking, Drinking and Drugs Use among Young People in England** was an annual survey carried out in participating schools across England to provide information on pupils' smoking, drinking and drug use behaviours. The most recent was 2007. Since then it has been incorporated into the TellUs Survey.
 - iv. Statistics on pupil absence are published as **Pupil**

Absence in Schools in England: Autumn and Spring Terms and include data from England covering absence rates and the numbers and percentages of pupil enrolments classed as persistent absentees.

Project Level

The starting point for project level data will be the same data as is detailed in Table 1 above. The extent to which this data is useful will depend on whether it is available or can be disaggregated (broken down) into a geographic area that is relevant to the area which is being served by the particular project. YOT data should be available at a postcode level. Based on this postcode data, it should be possible to gain information on rates of first time entry to the criminal justice system and the nature and profile

of young people who are offending. Data on crime rates and levels of anti-social behaviour may be available based on neighbourhood police areas.

At a project or programme level there is also a need to collect data that helps to answer the questions such as:

- What was done?
- How much was done?
- How well was it done?
- What difference did it make?

These questions derive from the outcomes based accountability approach to improving service performance. See www.idea.gov.uk/idk/aio/8940584

Some of the data that might be collected is shown in the table below.

Table 2 Project Level Data

Nature of the Activity/Activities Offered

Day and Time of Activities

Number and Profile of Participants

Young People Perception/Evaluation of the Activity (ie end of programme feedback)

Neighbourhood Perception Survey

Outcomes for Young People (see below)

This requires an understanding of how young people have benefited from the work, including which tools have been used to understand how they're developing/progressing (eg surveys, interviews with participants and workers, tools that help to measure 'distance travelled' or milestones reached and other more objective approaches).

As noted previously, there is a high level of crossover between data on young people needed for evaluation at a project level and at an individual level to monitor individual progress. Much of the data on individual young people detailed below will need to be aggregated (combined or added together) in order to provide project level data.

Individual Level

Information derived from assessments such as ONSET or the Common Assessment Framework (CAF, for Children's

Services), where relevant and available, can be useful sources of individual-level data, for example, where projects are delivered in conjunction with the youth offending service or children's services).

In addition to issues covered by existing assessments, information to be recorded might also include:

- The frequency of attendance by the young person at the project/activity.
- The extent to which the young person enjoys and/or identifies with the activity/project.
- Whether the young person is likely to continue to attend the activity/project in the future.

This means that qualitative data gathered from discussions and feedback from individuals participating in projects can be very important.

Table 3 Individual Level Data

Suggested Fields	Comment
Referral Source	
Key Worker Contact Details	
Date Started And Ended With Key Worker	
Name/Unique ID	
D.O.B	
Gender	
Postcode	
Ethnicity	National Census Classifications.
Onset	Allows Profiling of Risk Factors at Start and End of Intervention.
CAF	
At Risk Categories	Asylum seeker/refugee, care leaver, engaged with YOT, excluded from school, arrested within last 12 months, in care, involved with negative peer group, learning difficulties/disability, child protection register, not registered with school, involved with nuisance/anti-social behaviour, previous convictions, previous custodial sentence, received YOT disposal, sibling/family offending, SEN, substance use, teenage parent, truant, young carer.
Improved Work Readiness	
Improved Self Esteem/Confidence	
Training	
Full-Time Education	
Part-Time Education	
Apprenticeship	
Employment	
Neet	Av. to labour market, learning difficulties/disability, moved out of area, no longer in cohort, not av. To labour market, other NEET.
Eet	In F/T education, govt supported training, in f/t employment, in other education, in other employment, other EET.
Left Area	
Other Programme	
Custodial Sentence	
Doesn't Want Support	
Referred To Other Support (EG Substance Misuse Treatment)	
Feedback From Young Person About The Programme/Support	Questionnaire is a useful method.
Feedback From Parent/Carer About The Programme/Support	Questionnaire is a useful method.