

**AN HOLISTIC MULTI-AGENCY
YOUTH AT RISK PREVENTION MODEL
FOR SOUTH WALES**



someone to listen
something to do



How to Access Further Help and Guidance

Please consider feeding back your views on the practice model outlined in this paper. Your views, suggestions and local practice examples are of interest as are your views more broadly on how useful this publication has been in helping to develop or shape work with children and young people in your area.

If you are interested in using the principles outlined in this paper or would like help in implementing the model in your local area, neighbourhood or community, advice, further help and guidance is available from:

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Joint Foreword

Peter Clarke,
Children's Commissioner for Wales
Barbara Wilding QPM,
Chief Constable, South Wales Police

Some eighteen months ago, we met to discuss ways in which South Wales Police and the Children's Commissioner for Wales could work better together to support young people, particularly those most in need and vulnerable. Out of that meeting was born this document, which we are delighted to now share with you.

We were clear that Wales has developed a number of excellent strategies and key policies in the field of supporting children and young people, and that solid foundations were being laid from which improved services could be delivered. We also recognised an immense amount of commitment and professionalism coupled with a genuine desire to make a difference.

Where we were less clear was on how effective our respective agencies were in linking with others, and in translating these strategies and policies into action at the front end. Our experience, later borne out by feedback from a wide range of contributors, told us that there was a great deal of activity taking place, but frequently in isolation; sometimes in direct competition. It seemed to us that, with the financial pressures faced by most statutory and voluntary bodies, then perhaps there was a better way to co-ordinate our efforts, challenging the way in which we do business together; in the process delivering an improved service to a larger audience.

To test this hypothesis, we met with a number of "critical friends", including chief executives from public and voluntary sectors, senior government officials and experienced front line practitioners. The firm majority view was that a more holistic approach would indeed be welcomed, together with advice and guidance on how best to turn this rhetoric into tangible outcomes on the ground.

To inform the wider debate we commissioned Keith Towler to prepare this paper. We are indebted to Keith, not just for his energy and passion for the work in hand, but also for the integrity and credibility he brings to the finished product.

In writing this paper, Keith has consulted far and wide, the results of which are reflected in the content. We are grateful to all who have taken the time to read the many drafts of this paper and who have helped shape it. In particular, our thanks to Professor Howard Williamson for taking on the role of "extracritical" friend and for those specific sections that he personally wrote.

During that consultation phase, we were surprised to see the extent, and level of consistency, of support for the principles and guidance. Surprised, but at the same time reassured.

In making this paper available to a wider audience, we hope to stimulate further debate and, in particular, we hope to become actively engaged with others in developing real life, on-the-ground models that will make a difference.

Acknowledgements

This paper has been subject to a considerable period of consultation.

Thanks are due to all the children and young people who gave their time to discuss the ideas outlined in this paper.

Thanks are also due to all those who submitted written comments, attended meetings to discuss the model, put forward ideas, provided research material, assisted with the consultations with young people, submitted practice examples and spent time proof reading the various draft stages.

There are too many individual contributors to list, but we hope that the work we have completed in response has done justice to your commitment and vision.

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Summary

Effective partnership working and the establishment of an integrated holistic model of support and services for children and young people depends upon the extent to which universal, targeted and individual services can be co-ordinated in any one area. When you consider the range of interventions and agencies (statutory, voluntary and independent) that have a direct or in-direct interest in the delivery of those services, the size of the task in co-ordinating that activity within a coherent and holistic approach becomes clear. In the consultation that preceded this paper there was an acknowledgement that existing practices need to be challenged and that resource management, if handled correctly, could yield more lasting positive change. This paper argues that the only meaningful way to tackle such an endeavour is to approach it on a multi-agency basis, ensuring the active involvement of children and young people, within a given geographical boundary.

The focus should be on the delivery of universal services using targeted and individual services as required. In many instances this will reverse the current arrangements, which prioritises specialist or crisis interventions sometimes at the expense of universal services.

The paper assumes that top priority is given to engaging and working with high risk individuals and groups, or those who are the hardest to reach, or do not engage in school, youth club or other structured leisure time provision.

The practice model outlined advocates working in school cluster group areas, identifying and addressing the risk and protective factors in a local action plan which relies heavily on the active participation of children and young people within a meaningful multi-agency partnership.

Action Summary – Something To Do (SoToDo Model)

1. Take a **multi-agency holistic approach**.
2. Develop an **integrated universal, targeted and individual services model**.
3. Ensure the **active involvement of young people**.
4. Look at how **existing services can be re-configured and consider the financial and resource issues**.
5. Be sure to **get the facts right** before you begin to make changes.
6. Get the support of and **involve the local community**.
7. Agree and implement a **joint local plan**, which addresses the **risk and protective factors**.
8. Develop a range of **enjoyable, educative, environmental, supportive and positive activities and services for children and young people**.
9. Develop a series of **targeted responses to particular risks or problems** like anti-social behaviour, truancy levels, substance misuse, etc.
10. Be careful to **monitor and evaluate** all activities and processes so that progress can be tracked to inform future developments.

Introduction

The **SoToDo Practice Model** provides four tiers of services and activities:

- Tier One**
Early years work and support and assistance for school age children after school hours
- Tier Two**
Working on an outreach basis to reach marginalised children and young people with a view to developing an individual support plan
- Tier Three**
Provision of vocational training which ties in closely with the youth employment services and colleges and meets the needs of local employers and the local community
- Tier Four**
Access to individual services as required

The primary point is that different approaches need to be configured to each locality or community using the principles outlined in the practice model. A needs based approach requires greater effort but the return will be greater than an approach which simply attempts to replicate what has worked well elsewhere.

This paper describes the model in more detail:

- Chapter One** – outlines the context and background.
- Chapter Two** – outlines what children and young people have said about the key transition points in their lives and what support services would be of help.
- Chapter Three** – looks at the key principles of multi-agency working and examines the role of individual agencies.
- Chapter Four** – describes the integrated holistic practice model.
- Chapter Five** – defines universal, targeted and individual services and how re-configuring those services can yield results.
- Chapter Six** – looks at monitoring and evaluation and ways in which progress and learning can be recorded to inform future developments.

Children and Young People

The focus of this practice paper is to outline the development of an integrated and holistic model of service delivery for children and young people in their own community. The paper makes no excuses for concentrating on the needs and aspirations of children and young people.

The circumstances that some of our children and young people grow up in deserves special attention if we are to help each reach their full potential. In so doing there will be other long-term community benefits as young people develop new skills and make positive contributions as active citizens.

The model we envisage will not only offer improved services and support for children and young people, it will also harness their energy and potential to deliver tangible physical improvements for the communities in which they live. For the purposes of this document, children and young people are all those aged 0 to 25 in line with the Welsh Assembly Government’s approach¹.

Purpose:

Whilst not claiming to have all the answers this practice paper aims to:

- Outline the key principles of a holistic multi-agency approach within a pre-determined geographical area that places the active involvement of children and young people at its core.
- Examine how universal, targeted and individual services can be integrated to best effect.
- Give clear and practical information on what might be done to engage with and provide services for the most at risk children and young people.
- Provide a practice model for South Wales (Bridgend, Cardiff, Merthyr Tydfil, Neath Port Talbot, Rhondda Cynon Taf, Swansea, Vale of Glamorgan) that could be adapted to meet the specific needs of local areas be they urban, valleys, rural or semi rural.

Audience:

This paper is aimed at those agencies working within the Children and Young Peoples Framework Partnerships, the Community Safety Partnerships, and Youth Offending Teams, as well as those agencies providing statutory and voluntary services for children and young people. It is aimed at practitioners and middle managers as well as lead officers of those agencies. It also seeks to inform and assist Welsh Assembly Government Ministers and officials, as well as other government departments and agencies that have a direct interest in Wales, namely the Home Office, the Youth Justice Board, the National Offender Management Service, the Department for Education and Skills, Jobcentre Plus, the Office for Criminal Justice Reform, the Department for Constitutional Affairs, and the Local Criminal Justice Boards. Policy makers and strategists will hopefully find the strategic and contextual information of use and may use the paper to inform their own approaches. Practitioners will hopefully find the paper of interest as well as the practice examples and views of young people.

We hope that this paper will serve as a useful resource for many of those engaged in the delivery of services for children and young people and will be used in many different ways by those working in local communities across South Wales.

We are hopeful that the paper will also be of use to colleagues across Wales and that individual readers will find something in this paper which can help to inform their own practice. We remain keen to hear people’s views on the practice model.

¹ See Welsh Assembly Government: *Children and Young People: Rights to Action*. January 2004. ISBN 0 7504 98765.
National Service Framework (NSF) for Children, Young People and Maternity Services. 30 September 2005
National Assembly for Wales: *Extending Entitlement: supporting young people in Wales*. September 2000. ISBN: 0 7504 2466 4
Learning and Skills Act 2000 and Children Act 2004

Chapter One:

Context and Background

Many young people often say they have nowhere to go and nothing to do when you ask them why they hang around street corners or gather around gaming arcades. Many members of local communities can feel quite intimidated by groups of young people hanging around and more often than not young people themselves don't realise the impact their behaviour has on others. In other circumstances, when boredom spills over into what might be termed by some as anti-social or criminal behaviour, and when young people are drawn towards drug and alcohol misuse, problems can escalate very quickly. This practice paper and the model it outlines attempts to put forward a way of working that provides a preventative and inclusive approach whilst providing young people at risk with **Someone to Listen, Something to Do.**

Whilst recognising the many positive initiatives that are being taken forward in South Wales, some of which are outlined in this paper, there is a feeling amongst many practitioners that much more could be achieved. For example, what benefits would be derived from services being able to better co-ordinate or integrate the diverse range of activity that is currently available? Is it possible to look at all of the statutory, private, voluntary and community group activity with and for young people and develop a more holistic approach? A model that offers a broad menu of services and support, involves young people in improving the communities in which they live; and which involves service providers working in collaboration rather than competition.

In South Wales, the Overarching Leadership Group² has already begun to develop its thinking strategically in this area having commissioned work on developing a model for preventative work across the South Wales area with 4 – 11 year olds.

Since the establishment of the National Assembly for Wales there have been a number of positive policy development and strategic initiatives focusing on the range of services and entitlements that children and young people in Wales should receive.³ In relation to services for the most disadvantaged children and young people, attention is most obvious on work looking at anti-social behaviour, youth crime prevention, youth offending and the work of the Children and Young People's Framework, the Children's Partnerships and the Young People's Partnerships. In all of these areas a wide range of agency involvement is required. Whilst the remit of many of those agencies fits neatly with the devolved responsibilities of the Welsh Assembly Government, some do not. This can on occasion cause difficulty, particularly when the targets set at an England and Wales level do not fit comfortably within the Welsh social policy context. It is clear that most agencies welcome a number of recent developments in this area (for example, the All Wales Youth Offending Strategy), but the critical test now facing many agencies, is how best to implement the policy opportunities emanating from the Welsh Assembly Government, the Home Office, Youth Justice Board for England and Wales, and other Government departments, in a more cohesive and integrated way on the ground.

This paper is put forward as a practice model to help deliver those policy and strategic framework commitments. If the practice ideas are taken forward in local areas success can only be achieved, if the work builds on and is tied into these established structures in a clear way from the start.

It is worth pointing out that the practice model proposed is not intended to be seen as an anti-social behaviour or crime prevention model. In looking at how all agencies can work more effectively with and on behalf of children and young people a number of benefits will accrue.

The reduction of anti-social behaviour amongst young people might be one, but so too for example would be the development of more positive things for young people to do, increasing confidence and competence amongst marginalised children and young people, greater involvement of young people and other local residents in positive community based activity, better co-ordination of specialist services for children and young people, improvements to the physical environment and provision of opportunities for economic regeneration.

Children and young people are rightly viewed as our most precious asset and yet in so many ways our legislation, and knee jerk policy reactions, reveal a need to regulate and control what young people do, and this can so easily stifle rather than enable their potential. Recent legislation, particularly the anti-social behaviour measures, actually penalise and brutalise young people. This paper and the model it contains does not specifically set out to address that debate. Instead, the paper proposes a way of working, which if implemented across South Wales would do much to help prevent children and young people at risk from being drawn into anti-social or criminal behaviour and therefore becoming subject to civil or criminal court procedures.

This paper does not provide an examination of the financial costs and benefits of a preventative approach as this has been covered extensively elsewhere. In the longer term, the savings to the public purse could be quite considerable if some of the more intrusive responses to children and young people's behaviour (most notably the costs of some community sentences, custodial sentences and the costs associated with the looked after system) were replaced with effective preventative services which limited the need for more expensive options.

The practice model attempts to address a number of challenges or questions, all of which need to be answered if the aspirations contained within this paper are to become a reality on the ground:

- How can the over-riding principles of the United Nations Convention on the Rights of the Child⁴ be integrated into the work?
- How can children and young people become active in their own communities to both improve their own life chances and to improve more broadly the communities in which they live?
- How can participation principles be made a reality in the development of the work?
- How can objectives of agencies be better aligned so that they work towards the same outcomes?
- How can the work of voluntary and community organisations be supported so that their contribution works alongside statutory provision in an environment that welcomes and nurtures their involvement?
- How can you broker agreements on how to proceed when one or more agency activity is replicating or negating the role of another?
- Is it possible to plan, budget and then integrate the provision of universal, targeted and individual services on a multi-agency basis whilst maintaining existing services?
- How can you develop new or existing services or support in an area to address a practice deficit in a collaborative, rather than a competitive way?

In summary, the questions above lead to the most fundamental question, namely is it possible in theory and in practice to construct a model that better integrates effort? A model centred on creating a holistic approach that involves children and young people, young offenders and those at risk, in community-based neighbourhood improvement projects. The publication of this paper, which has benefited from consultation with a variety of agencies and groups of young people, suggests that there is scope for such an approach.

² The South Wales Overarching Leadership Group meets quarterly. Membership includes the Chief Constable, Chief Officer of Probation, Chair of SW Local Criminal Justice Board, seven Chief Executives of the Local Authorities in the South Wales Police area; YOT Managers representative; Chief Fire Officer; H.O Crime Director Wales; WAG Community Safety Directorate; Head of Prisons Wales; Manager YJB Wales; Church in Wales.

³ See Appendix 2 and 3 for the seven core aims and ten entitlements that are central to the Welsh Assembly Government's strategy for supporting children and young people.

⁴ See Appendix 1

Extending Entitlement

When the National Assembly for Wales published *Extending Entitlement*, they identified the key tasks in supporting young people in Wales, and correctly suggested that:

...There are strong links between health and social welfare of young people and their capacity to achieve, develop skills and contribute through work and as citizens and parents. To achieve the vision of a more prosperous and fairer Wales we need to do a better job in ensuring that all young people have access to the support they need to make a success of their lives. For most young people this support is provided mainly by home, family, friends and school. But where this support is lacking society has a responsibility to fill the gap – if it does not it will both fail the young person and lead to much higher costs on public services later. The model suggested by many who work with young people is that we should do more to strengthen the fences that prevent people from falling over the cliff – rather than providing more ambulances and police vans when they do...⁵

At heart, *Extending Entitlement*, began with the simple premise that it did not matter who or what delivered the ten entitlements to children and young people so long as they were overseen by a multi-disciplinary implementation monitoring group and delivered in a safe, empowering and enabling way in an environment where there is:

- A positive focus on achievement overall and what young people have to contribute
- A focus on building young people's capacity to become independent, make choices, and participate in the democratic process, and
- A celebration of young people's successes

Some would argue that despite having the best of intentions this has not yet had as far reaching an impact as was hoped. Others would argue that it is still early days and the signs of real progress are beginning to be seen in the work of the Children and Young People's Framework, the Children's Partnerships and the Young People's Partnerships.

Others, like the fire and rescue services that have a direct interest in work with children and young people, are not directly involved in these partnerships and have yet to engage. Whatever the true position may be it is clear that a lot of positive work is underway, that Estyn inspections of Young People's Partnerships have evidenced successful approaches, and that a lot of hard work is going on. Even so, it is also clear that many of those working within the partnership arrangements see the need for improvement on a multi-agency basis, if practice on the ground is to yield the kind of positive outcomes for children and young people that all would like to see emerge.

The Children Act 2004

The Children Act 2004 is the central planning mechanism for all children and young people's services and contains a number of requirements which are necessary to integrate service delivery across organisations including; joint planning and commissioning, information sharing, common assessment procedures and pooling of budgets.

Specific requirements contained in the Children Act 2004 include:

- Section 25 – statutory duty on the Local Authority, Health and other key partner agencies and relevant bodies (including the voluntary and community sectors) to develop and sustain arrangements for co-operation to improve the well being of children and young people.
- Section 26 – to prepare and publish a single plan or framework of plans for services for children and young people by March 2008.
- Section 27 – to appoint a Lead Director within the Local Authority and Health for children and young people services, with a responsibility for co-ordinating and overseeing the arrangements made in Section 25 and Section 26.

Although the Children Act 2004 places the Children and Young People Framework Partnership on a central and statutory footing, the roles of all other key partners and relevant agencies and their contributions have not been clarified.

Officials in the Assembly are currently preparing guidance but it is clear that a number of Framework Partnerships are already beginning work on how to address the single planning arrangements.

The Learning and Skills Act 2000

The Learning and Skills Act 2000 underpins the implementation of *Extending Entitlement* and its *Directions and Guidance*, the secondary legislation, were laid before the National Assembly for Wales in July 2002. There are three partnerships that work to implement the *Directions and Guidance*, the Children and Young People's Framework, the Children's Partnerships and the Young People's Partnerships.

In setting out this vision for an integrated and holistic approach, based on re-configuring existing provision to re-balance the current emphasis on delivering specialist interventionist services at the expense of universal services, this paper aims to demonstrate that all service providers have a role to play. That by working together with children and young people on a patch or geographical basis lasting and positive change can be made, and that the principles articulated in *Extending Entitlement* are current for all agencies.

⁵ *Extending Entitlement: supporting young people in Wales*. National Assembly for Wales, September 2000. ISBN: 0 7504 2466 4. Also, see the *Directions and Guidance*, the secondary legislation laid before the National Assembly for Wales in July 2002 and *The Learning and Skills Act 2000*.

Charter Two:

Children and Young People - Key Messages

Life Transitions

There is incontrovertible evidence that life has become more complex and challenging for children and young people. Of course the challenges and complexity are greater for some than for others and affect individuals at different times. What is not in doubt is that all young people have a range of *transitions* to negotiate, at different ages and stages of their lives. And transitions can be tough – they often present opportunity but they also involve levels of risk, especially for more vulnerable children and young people who do not have the resilience and ‘social capital’ to help them navigate such crossroads successfully and effectively. And, to pursue this metaphor, those who take ‘wrong turns’ or who end up in cul-de-sacs can find that the main track has vanished from their horizons.

Youth research tells us that transitions – in learning, personal relationships, housing and family life, and leisure – have become more complex, ever longer and possibly reversible (Furlong and Cartmel 1997). They certainly do not follow the predictable and linear form that they did in the past. This has two fundamental and, on the face of it, contradictory implications. Young people need more autonomy. Young people need more support.

Autonomy is part of equipping young people with the skills and confidence for personal ‘life management’, so that they are not knocked around by uncontrollable forces. It is integrally linked to processes concerning listening to children and young people, promoting youth ‘participation’, and involving young people in decision-making on issues that affect their lives.

Support is part of assisting young people with decision and direction in their lives, when they may be overwhelmed with information and stranded by nervousness and uncertainty. Personal advice, support, information and mentoring can keep young people ‘on track’ with a sense of purpose about the pathways they are following. Research tells us that it is social *dislocation*, far more than social disadvantage, that produces anxiety and more profound mental health problems for children and young people (Rutter and Smith 1993).

How, then, do we convert this ‘academic’ knowledge into practical positive measures? It is a combination of offering both space for personal exploration (play for children, ‘open’ youth provision for teenagers) and available, skilled adults willing to engage with children and young people when this is requested or appears to be needed. These individuals may be the first point of contact, for referral on to more specific forms of learning and development provision or individual support.

Participation of Children and Young People

Greater levels of ‘youth participation’ are called for recurrently by young people and youth participation is a key principle in the work of the Welsh Assembly Government. This is a commendable aspiration, but what exactly does it mean? It is certainly part of an important process that complies with Article 12 of the UNCRC, potentially renews the ‘democratic deficit’, allows for the real practice of citizenship and, by listening to young people’s experiences and perspectives, is likely to make for better practice. Yet whatever it is, it is often criticised, at minimum, for too much tokenism and for not involving a representative spread of children and young people. These are real and difficult challenges. Young people’s views have to be considered in relation to other positions and points of view. Not all young people are interested in ‘taking part’ and some see no reason or purpose in doing so.

There are many ways to promote the participation of children and young people and much has been written about the strengths and weaknesses of different approaches, and, of course, different ways of doing things do have different advantages and failings. We think that, broadly, there should be at least three ways in which children and young people can contribute to shaping the policies that affect them at a local level.

First, there is *democratic* participation – voted through schools councils, to local youth forums and, ultimately, to Funky Dragon, the National Youth Assembly for Wales.

Second, there is *categorical* participation - where particular groups of young people are sought out for their view because policy is going to be particularly directed at them. This might be, for example, young people with disabilities, or young offenders, or young people from the looked after system.

And thirdly, there is a kind of *self-selected* participation – when young people are energised, excited or angry enough to want to vent their opinions, and we need to find a way of enabling them to do so.

In 2000, the Social Exclusion Unit, in its work on young people, concluded that there were no simple methods of promoting youth participation. Instead, it said that all organisations working with children and young people should have *demonstrable mechanisms* for consulting with and involving those young people at whom their services were directed (Social Exclusion Unit 2000).

Consultation by the Children’s Commissioner for Wales

In 2005 the Children’s Commissioner for Wales’ office held two large events for children and young people across Wales. These events were used as a tool to involve children and young people in planning the work of the Commissioner’s Office. Five themes were brought to the events which were drawn from all the information gathered from children and young people and adults over the previous year. The five themes were:

- Play and Leisure
- Education and Schools
- Emotional Health
- Support and Services for Children and Young People Who Need Them
- Respect

The first event was held on 19th July 2005 in the Millennium Stadium and 150 young people between the ages of 11 and 21 attended with an additional 40 staff attending from various projects and organisations. The second event was held on 23rd November 2005 where 150 children between the ages of 7 and 11 attended with an additional 30 staff attending.

The key messages that children and young people gave during these two events are summarised below. In their view education and play and leisure were the universal services they most wanted improved. These views have informed the development of the Someone to Listen, Something to Do model and so are included here as an integral part of the project’s development.

Play and Leisure

Children and young people had raised issues with the Children’s Commissioner around the issue of having nothing to do, and having nowhere to hang around. They also raised issues of vandalised parks, being moved from place to place, and feeling unsafe when spending time outside.

The following quotes illustrate some of the views expressed:

...(there are) very few things for teenagers to do or places to go.

I enjoy spending time with friends but there is nowhere to go.

...(there are) no after school facilities.

...(we need) more after school activities, music facilities and drama groups.

... (I just) walk around with friends...(or) watch telly.

...(There are) no youth clubs in the area.

...(I like) playing in a band but there are no gigs.

...I think improving leisure facilities is extremely important.

And on the cost of leisure activities the young people said:

(It is) expensive to join clubs like martial arts.

...Swimming (and the) gym, (the) cost is too much.

Activities are too expensive.

Education and Schools

Many of the issues raised by children and young people were about education and school. The key issues were about not feeling listened to, bullying being dealt with badly and often in a way that made the situation worse. Other issues included not being given feedback, so often not knowing the outcome of decisions. The overall sense was that anything outside of the school curriculum was not dealt with well, and children and young people did not feel listened to or respected.

The following quotes illustrate some of the views expressed:

Cuts in budgets in all departments in Welsh schools create lack of resources e.g. paper.

I like my special needs school, but I hear they are trying to close them.

(The school has) a small canteen (but there are) so many children.

Too many children in each class and the bus for school (is) always late.

Facilities in school like toilets and canteens (are) not clean. School is unhygienic.

Lack of computer access in schools...(we) have to share.

No youth workers or can't see them.

And on the curriculum young people said:

A more flexible curriculum would allow a wider range of people to gain more from their education.

Schools bad, subjects you might not like.

Not enough variety of subjects.

More P.S.E. lessons.

Too much homework. Too many lessons.

I don't think we have enough information in school about health.

Not enough popular music taught.

Some things are good but sometimes they are so boring.

I hate maths ...(and) exams.

Not enough fun stuff.

I.T. sucks because my teacher picks on me.

Schools too concerned about school uniform.

Uniforms – customise to make pupils feel comfortable especially in summer.

Too much coursework and not enough holidays.

And on bullying young people said:

...bullying BIG problem . .

Help us to stop bullying.

If you are bullied and you don't want the bullies to know you have told someone there should be a classroom where you can work in and make friends with other victims.

Children get bullied in school. Stop bullying in schools.

Anti bullying teams don't work...

...befrienders should be for everyone...the befriender is a person who is there to support the children and young people in school so that they are less likely to be bullied. The befriender needs to be someone older than the young person, but not too old, 16 or 17 perhaps...

Young people also had views about the Education Maintenance Allowance

Talk more about EMA because it's not fair.

EMA – everyone should have it.

I work hard and get no EMA.

EMA rules should be revised – there should be something for everyone.

Emotional Health

Some of the issues raised by children and young people, through the Advice and Support Service offered by the Children's Commissioner for Wales, were about mental health issues such as self harm, depression, eating disorders, and anxiety and panic attacks. The Advice and Support Service in these instances would usually refer the child or young person to the relevant and appropriate service. However, there are insufficient appropriate services set up in Wales to support children and young people with mental health needs.

Schools don't care about pupil's emotional welfare.

Teaching environment should offer more encouragement to pupils.

We don't have enough discussions about life.

Support and Services for children and young people who need them

Children in the Looked After system had some specific points to make. The issues they raised were about not having enough services to support them outside of their 'mainstream' services, a concern about the level of pocket money received, how change of social worker can have a negative effect and what they expect from foster parents:

...five pounds a week is just not enough...

... (I want) enough pocket money so I can save up and do with it what I want.

...social services can't insure me to go karting, or on rides in Oakwood, that's ridiculous...

I leave care in 9 months and they want to change my social worker to move me on to the LAC team. I like my social worker. I don't want to change, it doesn't make sense when I'm happy.

I feel that we are pushed to leave care and to live independently.

...(foster carers) should act like parents. They should make me feel part of the family, but they don't come to parents evenings or come to see drama I've been in or sports day.

If you are in care you are labelled a bad kid.

Those seeking Higher Education aren't advised about it early enough, even if thought of HE is raised.

Respect

The most common issue that ran through all the points made was that of children and young people not feeling listened to or taken seriously by adults and professionals.

Moving Forward

In 1997 the Wales Youth Agency published research about how youth provision in Wales kept young people involved in what it did or provided. The response from the young people consulted mirrors very closely some of the messages that young people still give today about association (somewhere to go), activities (something to do) and advice (someone to listen). The consistency with which young people keep giving these messages is striking and deserves attention.

Chapter Three:

The Key Principles of a Multi- Agency Approach

Multi-agency working is widely regarded as one of the most effective ways to deliver and develop new services. Very often however the complexity and difficulty in working in a multi-agency way in every day practice can prove problematic. Across South Wales there are strategic and policy level commitments to work on a multi-agency basis. The critical test is to what extent that commitment is translated to practice on the ground. All too often practice and policy can remain distant companions.

The benefits of multi-agency working are generally accepted with some of the headline benefits including generating better value for money, cutting down duplication of effort, increasing the flow of information between agencies, agreeing joint targets and developments, improving customer relations and services, demonstrating, and applying best practice. In summary, delivering better services more efficiently and effectively to more people.

The negative consequences which need to be addressed can include delays in decision making, difficulties in sharing information, inequalities in relation to membership status and practice inertia as people come together in meetings but do little to change practice on the ground.

Agencies are held accountable within their governance and inspection arrangements and in many cases will be asked to demonstrate how they work in a multi-agency way. Indeed, the Welsh Assembly Government makes the case for joint working in its *Making the Connections* paper, and multi-agency working is a key delivery tool within the vision set in *Wales: A Better Country* and features prominently in *A Winning Wales* and *The Learning Country*.

Although the Children Act 2004 places the Children and Young People's Framework Partnerships on a central and statutory footing, the roles of all other key partners and relevant agencies and their contribution have not been clarified. There is a need, as identified by those who contributed to the consultation stages on this paper, to ensure that all key partners are engaged in the most effective way and that relevant policies, initiatives and services are joined up by a common framework.

The Role of Key Agencies

Whilst this table does not provide an exhaustive list of individual agencies who may become involved, nor does it do justice to the full range of their contribution, it does illustrate the breadth and range of skills and experience that can be brought to the partnership.

Who	What they do	Organisational Drivers
Children's Services	Child protection Looked after children Advocacy and support Adoption Fostering Assessment Children in need	Children Acts 1989 and 2004. Adoption and Children Act 2002. Local Authority Children's Services Plans. Children and Young People: Rights to Action. Extending Entitlement. Learning and Skills Act 2000. Local Authority Policy agreements for the educational attainment of looked after children. Local Safeguarding Children's Board. Children First initiative. Children (Leaving Care) Act 2000, Children (Leaving Care) (Wales) Regulations 2001. The Childcare Strategy for Wales: Childcare is for Children. National Service Framework for Children, Young People and Maternity Services in Wales.

Who	What they do	Organisational Drivers
Community Groups	Local knowledge Community involvement	Self interest. Quality of life improvements. Communities First. Community Regeneration projects.
Community Safety Partnership	Multi-agency partnership. Oversees local community safety audit and strategy, implements joint initiatives. Membership: Chief Constable, Local Authority Chief Executive. Youth Offending Team, Probation Service, Fire Service, Education, Social Services, Health, Voluntary Organisations. Includes the Priority and Prolific Offenders Strategy, particularly the Prevent and Deter strand.	Crime and Disorder Act 1989 (Section 17). Community Safety Partnerships. Local published strategy. Funding: individual participating agencies, Home Office, WAG Community Safety Unit. European and other grant aid. Tackling Substance Misuse in Wales: A partnership approach. Children and Young People's Treatment Framework.
Education Service	Strategic direction Central support and intervention Special Education Needs	Local Authority Educational Strategic Plans Welsh Assembly Government targets for attendance at schools, exclusions from schools. Children and Young People: Rights to Action. Extending Entitlement. Learning and Skills Act 2000. Special Education Needs Code of Practice for Wales. Education Act 2004 section 175 – duty to promote welfare.
Environmental Services	Noise/pollution control Graffiti removal. Street lighting and cleaning	Anti-social Behaviour Act. Wales Spatial Plan. Waste Awareness Wales.
Fire and Rescue Services	Work with young people on arson prevention	ODPM Fire and Rescue National Framework 05/06. WAG Fire and Rescue National Framework for Wales. KPIs on reduction and consequences of accidental dwelling fires (ADF), reduction in number and consequences of deliberate fires, reduction in number and consequences or road traffic collisions (RTC).



Who	What they do	Organisational Drivers
Health Services	Physical and emotional health and well being	National Service Framework for Children, Young People and Maternity Services in Wales. Health Challenge Wales. Everybody's Business CAHMS strategy.
Housing	Housing stock management Data/intelligence	Housing stock. Reducing voids / increasing occupancy. Anti-social Behaviour Act 2003. Planning: Delivering for Wales. Wales Spatial Plan. Better Homes for People in Wales. Welsh Homelessness Strategy 2006-08.
Jobcentre Plus	Working with people to secure employment Benefits and benefit advice Work with employers Data management	Department for Education and Skills and Welsh Assembly Government targets.
Leisure Services	Leisure centre management Parks and public spaces	Extending Entitlement. Learning and Skills Act 2000 Children and Young People: Rights to Action. Play Policy Implementation Plan – Play in Wales 2006. Health Challenge Wales. Wales Spatial Plan.
Police	Enforcement, counter terrorism and organised criminality, community engagement and reassurance, community leadership and support, crime prevention, community and criminal intelligence, detection and investigation of crime, work in schools and supporting young people, advice and links with other agencies, partnership development	Various legislation. Local Policing Plan. Home Office KPI's. Neighbourhood Policing Model.
Probation Service	Management of offenders in the community	National Offender Management Service. Extending Entitlement.

Who	What they do	Organisational Drivers
Schools	Curriculum delivery Education and attainment assessments, work with parents, behaviour contracts, after school and breakfast clubs, citizenship, anti bullying, promoting child welfare, education and learning Community Schools	Children Act 2004 Section 175 duty to promote welfare. Healthy Schools Initiative Extending Entitlement. Learning and Skills Act 2000. Children and Young People: Rights to Action School Breakfast initiative. The Learning Country. Community Focussed Schools. Flying Start.
Voluntary Sector	Local knowledge Independence Access to funding Specialist expertise	Local contract arrangements. Children and Young People: Rights to Action. Extending Entitlement. Learning and Skills Act 2000. Wales Spatial Plan.
Children and Young People's Framework Partnership	Working with young people Intelligence / data Commissioning role	Children and Young People: Rights to Action. Extending Entitlement. Learning and Skills Act 2000. Improving Services for Children and Young People: A framework for partnership.
Youth Offending Team	Identifying young people at risk. Experience of risk assessment, working with young people and young offenders	Crime and Disorder Act. All Wales Youth Offending Strategy. Youth Justice Board. Youth Justice Plans. Children and Young People: Rights to Action. Extending Entitlement. Learning and Skills Act 2000.
Youth Service	Working with young people outside school hours Detached and outreach work	Youth work curriculum. Children and Young People: Rights to Action. Extending Entitlement. Learning and Skills Act 2000.

Key Principles of a Multi-Agency Approach

For the purposes of this paper, which places the delivery of integrated services and support for children and young people as its main focus, the practice model outlined in Chapter Four below sets out the key principles in relation to area or estate based work. Whilst the principles would have to be adapted to meet individual circumstances there is no reason why they could not be adapted to fit urban, valleys, semi rural or rural communities. It works on the principle that the development of an integrated and holistic approach requires a broad approach within a geographical area rather than taking an individual focus. Clearly though, as is described in Chapter 5 below the integration between universal, targeted and individual services is critical if sustained success is to be achieved.

An Integrated Holistic Practice Model

Effective partnership working and the establishment of an integrated holistic model of support and services for children and young people depends upon the extent to which all universal, targeted and individual services can be co-ordinated in any one area. It is important that the same language is adopted by agencies and that there is a common understanding of what is meant by universal, targeted and individual services.⁶

When you consider the range of interventions and agencies (statutory, voluntary and independent) that have a direct or in-direct interest in the delivery of those services, the size of the task in co-ordinating that activity, within a coherent and holistic approach becomes clear. This paper argues that the only meaningful way to tackle such an endeavour is to approach it on a multi-agency basis, ensuring the active involvement of children and young people, within a given geographical boundary. The focus should be on the delivery of universal services using targeted and individual services as required. In many instances this will reverse the current arrangements, which prioritise specialist or crisis interventions sometimes at the expense of universal services.

This paper assumes that top priority is given to engaging and working with high risk individuals and groups, or those who are the hardest to reach, or do not engage in school, youth club or other structured leisure time provision. It also assumes that a geographical partnership approach wishes to co-ordinate and integrate the delivery of all existing services and projects for children and young people.

The principal aim has to be designing different approaches that are configured to each locality or community. A needs based approach requires greater effort but the return will be greater than an approach which simply attempts to replicate what has worked well elsewhere.

Determining an Area or Boundary for the Work

There may be a number of factors (see *risk and protective factors* below) which make a particular neighbourhood, estate or area an obvious site for adopting the model approach. There are other factors such as looking at what work has previously taken place. Some areas almost suffer from initiative fatigue when they have become the subject of a variety of new programmes or pilot approaches. It's important to remember that this model is about securing long term change so it might make sense to begin by considering how existing services and resources can be re-configured to offer a more integrated and holistic approach to children's and young people's services⁷. In considering the issues in relation to re-configuring existing services, it's important to recognise that some sort of resource or pump priming may well be required to ensure that current services are maintained as arrangements are made to adjust the way services are delivered in the future.

School Cluster Areas

One way to approach the determination of a geographical area is to look at using the local high school cluster area (encompassing the feeder primary and junior schools) as the boundary with the school itself being the hub or centre of the delivery model. The school system is the only service that touches every child and young person in a locality. Schools offer an unparalleled opportunity or venue for statutory and voluntary services to get together and consider how their universal, targeted and individual provision can work to best effect. Whilst school sites might not be too attractive as venues for some activities intended for the hardest to reach, the school site can be used for a range of activities after school hours, and in addition provide an administrative and every day practice hub for co-ordinating multi-agency work. This does not have to add a burden on school teaching staff or form an assumption that the local headteacher should co-ordinate the work. It simply reflects the position in many communities where the local school is at the centre of community life or has the potential to become so. Indeed it is possible that a dedicated cluster project manager or co-ordinator with the ability to focus on making things happen would be more successful.

A Flexible Approach

In describing a geographical approach it is not the intention of this paper to preclude other approaches. There are of course non-geographical communities of need, for example, children with disabilities and those with mental health needs. School cluster areas may also be unsuitable for children and young people excluded from mainstream education or for those outside the statutory school age. However, in the consultation on this paper it is clear from the feedback received that the school cluster model has much to commend it. The crucial issue is to be sure that adopting a geographical approach to meeting children and young people's needs is not done without some flexibility to target non-geographical communities of need.

Risk and Protective Factors

To determine the way in which services need to be configured and to understand what service gaps are present it is important to examine the risk and protective factors that are current in the community in which you are working. The work on risk and protective factors taken forward by Communities that Care (CtC) UK provides a useful model for approaching the identification of risk factors that are present, and the protective factors that are required, to mitigate the risk. The major risk and protective factors that CtC target are:

CtC UK Risk and Protective Factors⁸

Family risk factors:

- Poor parental supervision and discipline
- Family conflict
- A family history of problem behaviour
- Parental involvement / attitudes condoning problem behaviour
- Low income and poor housing

School risk factors:

- Low achievement beginning in primary school
- Aggressive behaviour, including bullying
- Lack of commitment, including truancy
- School disorganisation

Community risk factors:

- Disadvantaged neighbourhood
- Community disorganisation and neglect
- Availability of drugs
- High turnover and lack of neighbourhood attachment

⁶ See Chapter Five below.

⁷ See Chapter Five below.

⁸ Adapted from Communities that Care UK *A Guide to Promising Approaches (Second Edition)* 2005



Risk factors relating to individuals / friends / peers:

- Alienation and lack of social commitment
- Attitudes that condone problem behaviour
- Early involvement in problem behaviour
- Friends involvement in problem behaviour

The protective factors that CtC identify include:

Healthy behaviour – to encourage the types of behaviour that will help young people to become healthy, socially responsible adults

Clear standards – young people are more likely to engage in healthy, socially responsible behaviour when parents, teachers and the community around them set clear standards. These need to be applied consistently, with clear consequences for unacceptable behaviour.

Social bonding – strong attachments or relationships with those who set clear standards provide young people with the motivation to adopt those standards for themselves. Children who form a bond of attachment with their families and friends and a sense of commitment to their schools and communities have a vested interest in avoiding anti-social behaviour that would place those relationships in jeopardy.

Protective processes – bonding is most likely when children have:

- **Opportunities for involvement** – so they feel involved and valued
- **Social and learning skills** – to take full advantage of the opportunities on offer
- **Recognition and praise** – ensuring contributions and positive behaviour are recognised, thus giving them an incentive to continue

In his work on developmental crime prevention,⁹ Ross Homel from Griffith University in Australia, looks at the organisation and provision of resources and how these can forestall crime and other problems for individuals, families, schools and communities. In a recent article he describes how effective risk and protective factor work can be, stating:

Risk factor research is extremely useful because it points us to some of the precise characteristics of children, families, communities and institutions that are most likely implicated in juvenile crime and other problems. The challenge such research presents is to transform the ecology of human development so that systems and social settings within which children and young people grow up are strengthened, not undermined.

This will require far more than responses to the needs of children who have been damaged by uncaring or violent families or who have been scarred by living in disadvantaged communities – critical though such responses are. Poverty, chaotic family environments, and damaged children are the products of institutional practices and social arrangements that perpetuate and amplify inequality. Tackling this expression of modernity's paradox is, I think, what prevention is all about.¹⁰

In South Wales, the Overarching Leadership Group commissioned a literature review and research paper on the key messages in relation to preventative intervention with 4 to 11 year olds. The research paper illustrates that:

The literature presents a remarkably consistent picture that early intervention with children in this middle age group (and their families) targeted on reducing identified risk factors and strengthening protective factors can positively impact on problem behaviour, school attendance and attainment and improve the life chances of children at risk...One of the consistent messages is that the most effective model is of targeted but flexible support provided within a framework of universal services underpinned by strong interagency partnerships¹¹.

Children, Young People and their Families

During the consultation stage for this report a number of respondents emphasised the need to look specifically at early years provision, children's play, the role of parenting and support for families and the benefits of early intervention. A range of early years provision in any one locality could or should include:

- Day nursery and childcare provision
- Play facilities and opportunities for play for all children and young people
- Parenting support
- Health and well being advice and assistance
- Support for children and their families at key transition points (from nursery to primary, junior and secondary school)

Diversity

South Wales benefits from the breadth of cultural, linguistic and faith communities across the region. In working with communities, and within any geographical locality, it is important to ensure that the work is sensitive to linguistic and cultural need.

Much has been written and debated about what appears to be an ever increasing 'gap' between the 'minority' children and young people and the 'majority' older population, particularly those who represent 'the establishment' or 'authority'.

For this reason children and young people will often be referred to as a 'hard to engage' group and may experience prejudice, discrimination and stereotyping. As is referred to throughout this paper participation and the engagement of children and young people is a key element of the model. In so doing it is important that this is achieved by recognising and valuing the diversity of youth culture and by responding appropriately to their needs.

Society has become far more open in the last decade or so in terms of understanding and debating the rights of minority ethnic communities, cultures and other minority groups. Some aspects of discriminatory or inappropriate language or practices which may have been accepted by the majority, predominantly white population some years ago, are quite rightly recognised by most as having no place in a modern equal society.

Even though we live in a more 'aware' world, prejudice, racism and intolerance are sadly too often evident however. Recent events across the world and in the UK have served to highlight the racial, religious and faith divide that exists, sometimes with grave consequences. The resolution of the problems that emanate from this divide is most effectively tackled by creating more tolerance and understanding through education and knowledge. Our children and young people are growing up in the midst of widespread reporting of such troubles. They will of course be discussing what is taking place and making judgements which will affect their attitudes and values.

An opportunity exists, within this model, to ensure that developing an understanding of diversity and the benefits of valuing and celebrating cultural and other differences is seen as a high priority. To achieve this all aspects of the model must have a strong diversity thread throughout and must continuously look for educational or situational learning opportunities for those involved.

This has proven to be a difficult area for many organisations with a responsibility to provide children and young people's services in some areas. To this end consideration should be given to those taking a lead in aspects of the model to utilise people who are specialist in the diversity field. With their help the diversity learning and development opportunities can be highlighted and captured as mainstream activities, with the additional element of performance indicators or practice outcomes identified as appropriate.

⁹ See Bibliography for further reading.

¹⁰ *The Puzzles and Paradoxes of Youth Crime Prevention*. Article by Ross Homel, Foundation Professor of Criminology and Criminal Justice at Griffith University in Brisbane Australia, in *Nacro Safer Society* magazine, Winter 2005.

¹¹ *Preventative Intervention with 4-11 year olds: Key Messages from Research*. Red Kite Research and Consultancy, November 2005. Commissioned by South Wales OLG.

Ignorance is often the root cause of racism and other forms of prejudice. With the right focus upon diversity throughout this model there will be wider and more sustainable benefits for our communities as children and young people develop new skills, shared awareness, understanding, tolerance and respect.

Active Involvement of Children and Young People

Active involvement should aim to work towards ensuring that children and young people have a stake in the way all services are designed and delivered in their area. Is it the natural inclination for young people characterised as saying *I'm not bothered – do I look bothered?*¹² because that's their true position or are they just not used to adults taking an active interest in what they have to say? There is also an issue about how adults respond to the way in which children and young people express themselves. In some circumstances adults can find themselves not fully understanding the language used or the meaning that is attributed to some words. For example, a young person describes something as *bad* or *wicked* to describe something that is positive and good.

Active involvement should provide all young people with the feeling that their views are important and that they will be listened to. This is quite distinct of course from the assumption that just because a young person puts forward a view that it will be agreed or actioned in each case. There is an effective practice dimension here that should work towards young people understanding how agreements are reached and how democracy works on the basis of considering all views. The active involvement of young people will enrich the development of new ways of working and promote active and positive citizenship.

Three Key Dimensions to Active Involvement:

- 1. Involvement at different levels of the organisation**
- for example, young people can take part in:
 - A group defining quality standards or designing a new service (strategic level)
 - Designing a newsletter or selecting staff (operational level)
 - Planning their personal development (personal level)
- 2. The power dimension** – whatever level of the organisation they are working at, there are opportunities to be involved at a variety of levels of power and responsibility. For example, in designing a new service, young people could be (in order of decreasing power and responsibility):
 - Personally responsible for particular aspects of the design
 - Part of a working group deciding on the remit of the new service
 - Shadowing an adult on a particular aspect of the service development
 - Taking part in a survey about the need for the new service
- 3. The active-passive dimension** – some methods of involvement, for example, focus groups, are more active and intrinsically interesting than others, such as completing questionnaires. Both organisations and young people are likely to gain greater benefit from **active** forms of involvement.

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Obviously not all young people will want to be involved at the most intense or highest levels but for those who do there will be a lot of work involved in matching their skills and interests and potential to a particular project or way of working. This means that all partner organisations need to embrace this way of working to provide a variety of opportunities and to manage them collectively and effectively.

There are three main beneficiaries of active involvement:

Children and Young People themselves acquire opportunities to:

- Learn about themselves and what it's like to handle responsibility.
- Develop new skills specifically in relation to the project but also in terms of working as part of a team, how to communicate effectively in a variety of settings.
- New skills can lead on to pursuing education and training opportunities that previously may have been denied them.
- Increase self-esteem, confidence, self-awareness and foster a sense of belonging to the local community.
- Develop positive relationships with peers, mentors and older members of the community.

Agencies benefit from having a more detailed understanding of the young people they work with and on behalf of including:

- Understanding their differing levels of need and their aspirations
- Bringing a fresh perspective to *old* problems.
- Reaching a greater understanding of what it is like to be in receipt of a service and how that service can be delivered or developed in a better way.
- Working with young people to understand what barriers they perceive to accessing services and how those services can be made more attractive.

The community would benefit from young people using their newly acquired skills and their active citizenship by:

- Making improvements to the physical environment.
- Developing new services.
- Reducing anti-social behaviour and offending as young people become more and more involved in positive things to do.

There are a number of evaluated methods and approaches for actively involving young people and for reaching the hardest to help or marginalised young people.

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¹² Quote from the Catherine Tate Show. BBC Television. August 2005

¹³ Adapted from piece of work in *The Active Involvement of Young People in Developing Safer Communities*. Home Office, National Youth Agency, Government Office for the West Midlands. March 2002



Some Practice Considerations - An Overview of Active Participation		
Young People	What that means for agencies	Suggestions
Need to know what is expected of them and why their involvement is important.	Mechanisms for reaching young people – particularly those who are the hardest to help.	<ul style="list-style-type: none">• Learn from others who have tried.• Proceed on the basis of securing a voluntary relationship – be patient and work at the pace of the young people.• Identify where young people congregate or meet and use outreach and detached work.• Develop contact networks and work with colleagues and community members.• Make contact with specialist agencies (e.g. those working with the homeless).
	Making information attractive to young people	<ul style="list-style-type: none">• Use clear layout, bright colours and good design for printed materials.• Make use of internet and email.• Use texting to keep in touch.• Consider video newsletters.• Peers and mentors to talk with young people about opportunities and activities.
	Setting some ground rules for involvement	<ul style="list-style-type: none">• Clarify mutual expectations.• Agree objectives and ways of working.• Explain boundaries.• Agree issues that are open to negotiation.
Need to be able to get involved	Making sure no obstacles are in the way	<ul style="list-style-type: none">• Examine policy and procedures.• Provide briefings for staff and senior management on the advantages of active involvement.• Make sure Criminal Records Bureau checks are current for all staff coming into contact with children and young people.
	Looking at the language profile of the community	<ul style="list-style-type: none">• Make sure that profile of staff and volunteers is proportionate to the rate of Welsh, English and other languages spoken in the community.
	Looking at the ethnicity of the local community	<ul style="list-style-type: none">• Make sure that work is sympathetic to the needs of ethnic communities.• Make sure that the work happens at times that do not conflict with cultural events or religious observance.

Young People	What that means for agencies	Suggestions
	Helping those with learning difficulties	<ul style="list-style-type: none">• Extend the variety of formats in which information is provided.• Provide communication methods to help young people develop self-learning skills – move through a caring approach to one that enables and empowers young people to make decisions for themselves.• Use peer supporters.• Keep a register of voluntary and other agencies who can assist with working with young people with learning difficulties.
	Helping those with physical or psychological difficulties	<ul style="list-style-type: none">• Provide transport as required.• Provide childcare support for young parents.• Remove obstacles (ramps for steps for example).• Make venues as welcoming as possible.• Hold meetings and activities outside office hours and at times of convenience or when really required (evenings, weekends, during school holidays).• If young people associate the school or other venue for a meeting or activity as negative by association or experience use new or neutral ground.
Need to understand what they will get out of active involvement	Using anti-oppressive practice	<ul style="list-style-type: none">• Recognise that as an agency or as an adult you hold the power – be prepared to share that power.• Recognise that young people on the margins of society will need to feel welcomed – the service is on their side.• Learn to recognise and challenge ideas and processes (in yourself, other individuals and agencies) that contribute to stereotyping (issues of gender, class, race, and sexuality), labelling, blaming, denial and or inaction.• Recognise that some young lives are chaotic as well as complicated.

Chapter Four:

The Practice Model - Making a Difference

Young People	What that means for agencies	Suggestions
	Making involvement fun and enjoyable	<ul style="list-style-type: none">• Use a variety of youth work methods (groupwork, quiz formats, interactive workshops, art and craft, car mechanics, music workshops).• Offer incentives (personal safety training, rewards – trips, vouchers, cinema, pop concerts etc).• Work on finding a key individual (adult or peer) who the young person can learn to trust (be patient), someone who will listen, will respect their views, has a sense of humour and who can help to access further help and guidance.• Only promise what you can deliver – do not set unrealistic aims.• Get some <i>quick wins</i> in by acting on something, which gives an immediate return for involvement.• Publicise evidence (monitoring) on how involvement of young people can really make a difference to their lives.• Celebrate all successes.
	Making involvement worthwhile	
	Combating negative feelings or attitudes	

The Children and Young People’s Participation Consortium for Wales are working to build capacity in terms of the participation of children and young people in decision making in Wales. Draft National Standards for Children and Young People’s Participation are being prepared so that:

- Children and young people will know what to expect from getting involved.
- Organisations can check that they are working in the right way to involve children and young people.
- Organisations can measure what has changed because children and young people have been involved in their work.

There are six key steps to effective joint working:

- Getting the Facts Right
- Working In Partnership
- Active Involvement of Young People
- Involving the Local Community
- Agreeing and Implementing a Local Plan
- Building Upon Success – Monitoring and Evaluation

Getting the Facts Right

Target an area, neighbourhood or community	<ul style="list-style-type: none">• Be clear why the area is the focus of the initiative.• Define the area you are working in.• Is each agency involved signed up to work in a collaborative manner?
Gather accurate information to set a baseline from which progress can be measured.	<ul style="list-style-type: none">• Each agency should be able to share information on issues and problems you are seeking to put right (crime, anti-social behaviour, school exclusions, lack of facilities or services for young people).• Review any existing audits (for example, crime and disorder audits, consultations with young people) to avoid replicating previous work.• What gaps in your knowledge are there – how are you going to address them?
Universal, targeted and individual services	<ul style="list-style-type: none">• Is it possible to look at how these three sets of services inter relate in practice? Can you identify service gaps or areas where young people are not reached by the services on offer?
Produce an analysis of the current position	<ul style="list-style-type: none">• Publish a joint report outlining your analysis of the area, the services on offer and the gaps as you see them.

Working in Partnership

Leadership and direction	<ul style="list-style-type: none">• Are all the relevant chief officers supportive?• How can support be drawn from the Welsh Assembly Government?• Does the work have the support of local elected members?• It might be useful to consider who will chair or co-ordinate the work on behalf of the chief officers and how progress reports will be made.• Is the work being driven with active support from senior and middle managers (giving time to staff to participate)?
Principle of give and take	<ul style="list-style-type: none">• In agreeing how to address problems and issues and or develop new or improved services conflict between agencies can arise. How will these be mediated? It might be useful to employ an independent chair to help resolve matters.• Information exchange can assist.
Status of all partners	<ul style="list-style-type: none">• It is critical that each agency partner be they statutory, private, voluntary, community or individual representative attends and has equal status within the partnership. Does this have the support of each agency, particularly the statutory bodies and does their leadership recognise this as a key principle of working effectively together?
Matching individual Key Performance Indicators	<ul style="list-style-type: none">• By sharing agency KPI information increased understanding between agencies will be achieved and joint working could help each agency to achieve their objectives in a collaborative way.
Identifying common objectives	<ul style="list-style-type: none">• Common objectives can yield positive collaboration.

Active Involvement of Children and Young People

Active involvement is seen as a key element	<ul style="list-style-type: none">• The work embraces the concept that it must be accountable to young people and work with and on behalf of young people.• That young people themselves see their involvement as being key in achieving full accountability.
The diversity of young people is recognised	<ul style="list-style-type: none">• Active involvement means that the needs, aspirations and interests of all young people are taken into account.• Equality of access to opportunities for involvement is extended to all children and young people in the area.• Active involvement is designed in such a way as to allow young people to become involved in different ways, and at a level and pace appropriate to their interest and capacity.
Young people are valued	<ul style="list-style-type: none">• Young people are listened to and actively involved in developing services and activities.• The relationship between practitioners and young people recognises young people's potential and competence.• Communication between practitioners and young people is open and honest and does not raise false expectation.• The work assists young people to become their own resource in relation to personal development as well as contributing to the development of their peers and the wider community.
Adequate resources can be put in place (expertise, systems and processes)	<ul style="list-style-type: none">• Active involvement is supported by formal and informal capacity building and training.• Clear policy statements establish the principle of active involvement and are made available.• Staff recruitment and development help to build practitioner teams with the attitudes, qualities and skills required to actively work with young people.• Clear boundaries are set concerning what is possible and what is not in relation to service delivery.• Clear and open procedures and processes are in place in relation to suggestions, complaints, compliments, appeals, confidentiality, data collection and storage.• Structures are in place to secure the representation of young people.
Systems and processes for continuously improving the involvement of young people.	<ul style="list-style-type: none">• Monitoring by practitioners as well as independently to review progress and use the lessons to shape future arrangements.• Young people to be actively involved in the monitoring process and to be involved in designing, piloting and trying out new processes or arrangements.



Involving the Local Community

Engaging young people is critical but community support and engagement more broadly is also required

- Be sure to communicate your plans at any early stage with the wider community.
- Hold open meetings to explain what is being suggested and seek views on priorities.
- Try to secure the active support of key individuals (e.g. chair or representative of local community centre, school governors, community group or residents association).

Involve the local business community

- Local business has a key role to play as a partner in the partnership, as a provider of training and volunteering opportunities, and as local employers. Be sure to engage the local business community at each stage.

Involvement of elected members

- Elected members have an important role both as representatives and advocates on behalf of local people.

Community ownership

- Whilst the local community might not need to be actively involved on a day to day basis it is important that people have some ownership and awareness about what is proposed.

Community benefits

- Aside from an improvement in services more generally other community benefits (which can be utilised with care as a positive marketing tool) include providing positive opportunities for all children and young people, improvements in the physical environment, to be active members in their community.

Agreeing and Implementing a Local Plan

Develop an action plan

- Develop an action plan based on local information (*getting the facts right*), agency commitment (*working in partnership*), young people's needs, aspirations and ideas (*active involvement of young people*), and with the co-operation of the local community (*involving the local community*).

Set a performance management framework

- In terms of accountability all partners need to sign up to a joint performance management framework.

Set realistic and achievable goals: Individual young people
Target groups
Wider community

- Set short, medium and long term objectives or goals.
- Be clear who is leading on what task or activity.
- Set a clear timetable against each task or activity.
- Be clear how individual agency key performance indicators or targets will be met by engaging with the plan or tasks and activities within it.

New initiatives

- Be clear how new initiatives or services, or the development of existing services in a new direction, will actively meet an expressed need.

Allocate resources

- The plan needs to be clear what resources are being deployed. It might be possible to achieve value for money and best practice by re-configuring existing resources and budgets.
- Where new funding is being sought be clear about what options exist, who will make the application and how the new money will be deployed and managed once secured.



Building Upon Success - Monitoring and Evaluation

Monitor performance against targets	<ul style="list-style-type: none">It is good practice to think about monitoring and evaluation methodologies and systems prior to starting the work.
Success measures	<ul style="list-style-type: none">Be clear what you want to see happen as a result of the activity.Set a baseline for the activity and record change (quantitative data).
Self report evidence	<ul style="list-style-type: none">Be sure to ask young people how the activity has helped or changed them (qualitative information).Ask the wider community if they can see any benefits from the activity (qualitative information).
Striking a balance	<ul style="list-style-type: none">Be sure to balance the quantitative data (the what) with qualitative information (the how and why) to get a full picture. In this way the evidence will be based on the practice and future practice developments can be informed by the evidence you have gathered.
Data comparisons	<ul style="list-style-type: none">It is always useful to measure local data against the regional, local authority or national figure to determine comparisons (<i>is our problem/ progress any worse/better than anywhere else</i>)If piloting an approach is it possible to run a dual evaluation encompassing a control area where the new service or activity is not active?Can you spot any displacement of the problem you are trying to solve – for example, has your activity reduced the number of young people hanging around, only for them to hang around elsewhere?
Informing change and development	<ul style="list-style-type: none">Monitoring and evaluation should not be seen as an activity in its own right. It serves no real practical purpose unless it informs and helps to refine and develop services.

A Four Stage Approach

The dynamic of the multi-agency strategic approach identified above should enable four key stages to take place. Remember that each stage is contributing to the single aim of creating positive change on the ground:

Stage One: Policy Development and Alignment

- Agencies asking themselves *what’s the right thing to do to make this place more able to meet the needs of children and young people?* An open and honest self-audit approach that examines what is delivered, what capacity is available and how things can be improved is a useful starting point.
- Establishing a partnership approach to take a strategic overview and to implement practical integrated programmes of support and services on the ground.
- Establishing a commitment to sharing responsibility, resources and information to achieve the best results for children and young people.
- Working actively with young people at each stage.
- Timing is everything – for example, how does the school term timetable create variation in need. What emerging national and Wales priorities are on the horizon and how can they be utilised to best effect.

Stage Two: Implementation

- Promote leadership at all levels.
- Get to know each other’s business.
- Learn quickly and keep listening to local people.
- Collect evidence and get the facts right.
- Consider different and sometimes competing perspectives. Think carefully how these might be reconciled and addressed.
- Set challenging but achievable targets.
- Look at how the principles of project management can assist co-ordination.
- Be accountable – set systems and procedures.
- Ensure effective communication especially with young people and between practitioners on the ground.

- Look at how investment opportunities can be linked to implementation.
- Be prepared to challenge established ways of working.
- Remove unnecessary barriers and constraints.

Stage Three: Creating Change

- Keep to the main focus – be patient and be prepared to ride any setbacks.
- Be clear that in so many ways adults and their professional services have let down young people in the past in some areas so be prepared for young people to test out the new arrangements. Don’t scapegoat or blame – hold individuals to account for their actions but maintain an open door so that young people can re-engage.
- Support investment in professional development.
- Ensure monitoring is active and informs problem solving.
- Celebrate successes – however small they seem.

Stage Four: Sustaining Change

- Maintain focus.
- Learn from positive and negative experiences to inform sustainable solutions.
- Work hard to secure public confidence and trust.
- Promote the work and involvement of young people whenever possible – make involvement in the project and its various activities attractive.
- Give others credit for success.

Partnership working is not a new concept and across South Wales there are many longstanding and excellent partnership arrangements in place. Much can be drawn from this experience. An evaluation of the Ely Youth and Community Project as long ago as 1985 describes some requirements for partnership success.

These requirements for success hold as true today as they did over 20 years ago:

Some requirements for success¹⁴

The membership of an inter-agency group needs to be related to its purpose.

All members of an inter-agency group need to be clear about its purpose.

Members need to know why they are participating: what are the expectations of them by others?

Members need to be motivated to be part of the group (whether for personal, professional, organisational or political reasons).

Members need to feel that they will achieve something through the inter-agency group which they would be unlikely to achieve alone (i.e. within their own agency).

All members need to be willing to recognise and respect the contribution and expertise of others.

All members need to be willing to accept the constraints on involvement that may exist for others.

An inter-agency group needs efficient servicing (secretarial/administrative).

The chair of an inter-agency group need not be “neutral”, but the choice of chair is important since it says something about the group.

An inter-agency group needs to be willing to accept failure – some goals will not be achievable, at least not immediately.

An inter-agency group should not be over-ambitious until it has survived a period of consolidation.

Six Golden Rules for Partnerships (with equal status and in no priority order)

- 1)** Be strategic at all times – no projects or activities in isolation from the partnership.
- 2)** Don't let any one agency pick up the partnership and claim sole ownership.
- 3)** Do ensure that there is one responsible agency or individual for each specific activity or task.
- 4)** Be sure that all the agencies involved own the strategy in partnership.
- 5)** Be open and honest in all partnership dealings.
- 6)** Involve young people at every stage.

The Something To Do (SoToDo) Project - Practice Model Example

Using the principles articulated above and having identified the community in which to work, the Something To Do (SoToDo) Project practice example provides a child and youth support approach which demonstrates how the practice model could work. The model is an illustrative one that takes an aspirational but achievable approach, the components of which, can be utilised as required. Given that children and young people are arguably the most important part of any community there is nothing wrong in aiming high if the result is the provision of a trusted environment for all young people to use when they might otherwise be drawn into risky situations.

The Challenge

In this example, the SoToDo Project is designed to address the underlying causes of anti-social behaviour in a neighbourhood, not merely the symptoms. In other words to adopt a holistic approach which emphasises the importance of individual growth as well as focussing on the single issues, such as reducing nuisance, anti-social behaviour, crime, school exclusions or reducing alcohol and substance misuse amongst young people. The Project allows young people to participate and directly influence and design the process of change, an approach that addresses social exclusion through youth development and investment. Young people will be able to work alongside police officers, youth workers, youth offending team practitioners, social workers, educationalists and other professionals, as well as with volunteers from the local community, in creating a safer environment whilst also working to realise their own aspirations. A key element of this approach will be setting benchmarks to mark improvements in the quality of life and the physical environment of the community.

An additional challenge for the project is recognising the increasing range of subcultures that exist for young people that are perceived locally to provide opportunity for illegal individual economic gain. These are particularly prevalent in communities where poverty and crime rates are high.

One of the key issues remains how statutory and voluntary sector agencies can work together to affect a change in the way both organised and opportunistic crime is tackled and reduced. Young people as victims of crime is also an important area to be included.

Project Management

Whilst much can be achieved by agencies working together in a planned way there is little doubt that the project management task is a considerable one. Partnership or project meetings invariably require an engine room to make things happen. A dedicated local co-ordinator with officer support, which could be a secondment arrangement or project appointments into new posts, supported by local volunteers would be a good model to consider.

The role of the co-ordinator and the team would be:

- To conduct audits and draft action plans.
- To monitor progress and provide progress reports to a local management group or board.
- To co-ordinate all the activities agreed and to have an overview of how each agency or initiative contributes to the overall plan.
- To contact partnership agencies to remedy any problems or issues that may arise.
- To co-ordinate funding bids.
- To facilitate local information sharing and common referral processes.
- To provide administrative support to the partnership or project.
- To be the central point of contact for children, young people and their families.
- To be the central point of contact for external agencies including local business.
- To ensure all systems, local protocols and procedures are working to required standards.

¹⁴ Williamson H. and Weatherspoon K. *Strategies for Intervention – An Approach to Youth and Community Work in an Area of Social Deprivation*. 1985. University of Wales College Cardiff.

SoToDo Practice Model – Four Tiers of Services and Support

In this example, a project base is established which is staffed by a project staff team, working in a collaborative way with police officers, youth workers, social workers, teachers, vocational trainers, and other professionals some of whom may be on secondment. The Project Team also benefits from using mentors and volunteers drawn from the local community. The work is overseen by a Project Management Board that has young people and community group representatives, local business representatives, as well as staff drawn from the principal statutory and voluntary organisations working in the area. Its chair is the local elected member of the local authority.

The SoToDo Project Model provides four tiers of services and activities:

Tier One

Early years work and support and assistance for school age children after school hours

Tier Two

Working on an outreach basis to reach marginalised children and young people with a view to developing an individual support plan

Tier Three

Provision of vocational training which ties in closely with the youth employment services and colleges and meets the needs of local employers and the local community

Tier Four

Access to individual services as required

Tier One - the SoToDo Project is available during and after school five days per week offering all children and young people a safe place to receive:

- help with homework.
- tutoring.
- learning with computers.
- social support and self discipline techniques (for school and personal lives).
- access to leisure activities to meet expressed needs and based on self-help model.
- access to a mentor to help with the pressures of everyday life.
- life skills training (how to resolve conflict, how to say no, assertiveness work, preparation for employment, how to find weekend and summer jobs, opening a bank account, saving money).
- health and well being and diet advice.
- opportunities for play.
- family support and parenting programmes.
- nursery provision.
- counselling and advice services.

Tier Two - working with the statutory services, the Project also extends its services to excluded and marginalised young people. Using an individual programme plan approach the project will provide:

- outreach work to make contact with marginalised young people.
- an agreed way forward to re-introduce to school or to seek specialist help and guidance in relation to education.
- help to access training and skills and help with employment searches.
- opportunities for marginalised young people to become involved in environmental improvement projects.
- advocacy and support services.
- access to leisure activities and support of a mentor.

Tier Three – provision of vocational training centre for use by local schools, individual referral and for other community groups. The centre aims to meet the needs of local employers and to consider how entrepreneurship can be encouraged. The centre also uses the training and skills development for specific community improvements. The centre’s activity includes:

- Vocational training – for example: building skills, art and craft, car mechanics, hairdressing, gardening and horticulture, painting and decorating, woodwork, plumbing, etc.
- Community improvement work – for example: community garden, gardening for local people, creating an adventure playground, decorating and painting services, organising community arts festival, etc.
- Development of sound community based co-operative business ventures.

Tier Four – Access to individual services as required:

- CAMHS
- Substance misuse
- Child protection
- Youth Offending
- Probation
- Others as identified

The SoToDo Project is open during the school week, weekday evenings and at the weekend when young people are most likely to be active within the neighbourhood and consequently at highest risk of being involved in crime or anti-social behaviour, as a perpetrator or victim. The Project is also open during half terms and school holiday periods providing a real place for young people to go, feel safe and have enjoyable, educative and positive things to do at times when the majority of provision for them is closed.

Ideally, the Project would benefit greatly from a partnership with local business and industry. Whilst local business and industry can provide financial sponsorship and support in kind (for example, donation of materials and vehicles), a partnership with local business could also help to target vocational training and help to foster the development of entrepreneurs with individual business ideas.

The core activity of the SoToDo Project in this example is the provision of support, education and training services for children and young people of school age, targeting specifically 11 – 17 year olds. It must be noted however that the underlying philosophy of the work is to have an open door policy so that children younger than 11 and young people over 17 would have their needs accommodated if presented. Indeed given the increasing research base that favours early intervention at much younger ages, the principles and some of the practice approaches described in this section could be targeted at 5 to 10 year olds and pre-school age children. Separate or complimentary provision would have to be made available, so that the needs of differing age groups are met. Priority is given to mentoring high-risk children and young people many of whom will not engage with existing services. The work will have to dovetail with the local policing plan, the work of the Children and Young People’s Framework Partnership, the youth offending team, the school and youth work curricula and the probation service.

Example Delivery Plan for the SoToDo Project

This outline plan should not be read as an exhaustive example, it is illustrative of the type of activity that could take place in a locality.

Planned Outcome	How SoToDo Project will help achieve it
Reduce complaints of anti-social behaviour	<ul style="list-style-type: none">• Offer a safe indoor environment for young people to gather – managed and supported by young people themselves in partnership with staff team. Adequately resourced to allow young people to explore their interests and aspirations.• Offer detached and outreach services to young people not attracted to centre based activity.• Monitor rates of nuisance calls received by the police.
Reduce vandalism anti-social behaviour and nuisance by young people by 25%	<ul style="list-style-type: none">• Use police mentoring and youth development workers in an outreach and instant referral capacity to engage young people in taster activities that demonstrate a real benefit and encourage longer-term commitment and development.
Reduce involvement in substance misuse.	<ul style="list-style-type: none">• Offer advice, counselling and support. Referral to treatment programmes.
Work on minimising the reach of drug dealers/gangs	<ul style="list-style-type: none">• Support local policing plan.
Reduce deliberate fire setting by young people by 10%	<ul style="list-style-type: none">• Work with Fire and Rescue Service on developing a range of interventions (young fire-fighter association, educational work in schools).
Incrementally reduce number of excluded or truanting pupils	<ul style="list-style-type: none">• Provide after school support including numeracy, literacy studies and safe and supportive study environment• Look at how mentors can assist a return to school• Look at how parenting support can help to provide more positive and consistent support at home within a warm and supportive parent/child relationship.
Increase achievements in all Key Stages	<ul style="list-style-type: none">• Close partnership with primary and secondary schools in the cluster area. Monitoring of progress of regular users of SoToDo Project services (as encouraged by self, school, parents or agency).

Planned Outcome

How SoToDo Project will help achieve it

Work with young people to design and implement initiatives	<ul style="list-style-type: none">• Make active involvement of young people a mainstream activity rather than a passive consultative exercise across programme of re-configuration and specific new developments.
Develop effective dialogue between local people and the partnership agencies	<ul style="list-style-type: none">• The SoToDo Project becomes a focal point for changing the perception of services provided to communities to a partnership in which services are provided with the direct support and assistance of the community.
Look at ways in which young people can become involved in the regeneration of the local area	<ul style="list-style-type: none">• Help young people develop new skills.• Projects with young people helping to remove graffiti and tidy up communal areas to restore pride in the local area.• Development of parks and safe places for children's play designed and built with the direct assistance of young people.• Community garden project.• Organising a community festival.• Encouraging a partnership between SoToDo Project and local employers to agree specific programmes.
Building the confidence of residents, enhancing the security of new and existing buildings.	<ul style="list-style-type: none">• Active community policing that involves a training programme, demonstrations and participation. Volunteering opportunities may also arise.
Potential to increase those in work and to reduce criminal and anti-social behaviour in subsequent generations	<ul style="list-style-type: none">• Establish partnership with local colleges to encourage and build the skills base for young entrepreneurs and social enterprises.• Work with local and national employers and businesses to add value to the activities being offered.
Reduce fear of crime, vandalism, nuisance and anti-social behaviour	<ul style="list-style-type: none">• Promote successes.• Increase information flow to residents via a range of media on the activities and initiatives underway.• Be open to receive new suggestions, complaints and ideas for new programmes.• Turn police presence into less of an instant response to crime and more towards providing a source for mentoring and problem solving.

Practice Examples

Some Good Practice Indicators for the SoToDo Project:

The following checklist can be used to develop the focus of the SoToDo Project and to assist the development of best practice:

- The project forms part of the local community safety strategy and sits alongside and within a programme of re-configured universal, targeted and individual services.
- The project has the support of all local agencies.
- The project has developed in response to an agreed local need.
- The project compliments local crime reduction, childcare, drugs and alcohol, health and regeneration strategies.
- The project is developed with the active involvement of young people.
- The project does not duplicate other local youth provision
- The project employs a dedicated small staff team, seconded partner agency staff, as well as recruiting mentors and volunteers from the local community.
- The project has established links with the local business community.
- The project has a multi-agency steering or management committee with representation of young people and other residents.
- There is a training programme in place for all staff, secondees, mentors and volunteers.
- The linguistic ability of the full staff team reflects the linguistic make-up of the area being served by the project.
- The project has designated premises to be used as a safe place for young people to attend.
- The project deploys detached and outreach programmes.
- The project meets the needs of young people and uses a range of activities to engage with target groups.
- The programme of work is subject to on-going review that involves participation by young people.
- Monitoring and evaluation processes are in place.

The project has measurable targets for:

- 1) Increasing opportunities for young people to access a range of enjoyable, educative, supportive and positive activities.
- 2) Re-engaging young people into education, training, employment and volunteering.
- 3) Increasing educational attainment.
- 4) Improvements to the physical environment.
- 5) Increasing participation levels of children and young people.
- 6) Reducing crime.
- 7) Reducing anti-social behaviour.
- 8) Reducing street crime.
- 9) Reducing nuisance calls.
- 10) Reducing fear of crime.

These practice examples were put together during the research and consultation stages for this publication. We are grateful to all the contributors. Whilst the practice examples listed here are not an exhaustive list of the work that is underway across South Wales or elsewhere, they do illustrate the breadth and creativity that does exist. We thought it would be helpful to disseminate these examples and are grateful once again to the contributors for their willingness to share contact details for any reader who would like further information.

Practice Example 1

The On Track Approach

South Wales has two On Track Projects. On Track was part of the major Crime Reduction Programme introduced by the Home Secretary in 1998 to establish ‘what works’ in terms of community safety interventions. On Track is a long-term initiative, intended to run for seven years. It aims to improve inter-agency co-operation and develop targeted services to children aged between 4 and 12 years of age who are deemed to be at risk of offending later in life. Early identification means that the children and their families are provided with the intensive support they need. The intention is that interventions that prove to be successful become mainstreamed over the lives of the projects.

There are 24 On Track Projects selected to be in the programme and 2 of these are in South Wales – in Tylorstown in Rhondda Cynon Taf and Caerau in Bridgend. Both projects are local authority led with the On Track teams located within the community. On Track covers a range of specific interventions drawing in a test bed for informing future policy development in community based preventative work with children and their families.

Contact:

Tylorstown Project, RCT:
Mick Millman
E-mail: mick.millman@rhondda-cynon-taff.gov.uk

Caerau Project, Bridgend:
John Williams
E-mail: ontrack@bridgend.gov.uk

Information Sharing and Using Agency Data to Target Specific Approaches

Practice Example 2

South Wales Over Arching Leadership Group – Protocol for Information Exchange under the Crime and Disorder Act 1998

On 31st January 2002 all the statutory bodies concerned with the Crime and Disorder Act 1998 signed up as participants to the Protocol for Information Exchange. The purpose of the Protocol is to facilitate the exchange of information as contained in Section 115 of the Crime and Disorder Act 1998 while complying with all legal requirements in relation to confidentiality, public interest and the Data Protection Act.

Contact:

Dave Francis
E-mail: south-wales.pnn.police.uk

Practice Example 3

ON Track Information Sharing, Common Referral and Assessment Processes

Both On Track Projects in South Wales have developed multi-agency information sharing systems as well as common referral and assessment processes for children and family services.

Contact:

Tylorstown Project, RCT: Mick Millman
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Caerau Project, Bridgend: John Williams
E-mail: ontrack@bridgend.gov.uk

Governance of a Multi Disciplinary Project

Practice Example 4

Communities that Care (CtC) UK – Eastside Swansea

In 1998 CtC selected Bonymaen on the Eastside of Swansea as the site for a pilot project. The area chosen for the study was essentially the catchment area of Cefn Hengoed Community School, and one of the reasons for that choice was that the school had already made steps to become a secondary school which involved the community in all it’s activities. The first step was to engage the chief officers in ownership of the project. They meet several times each year to monitor the project and to reduce any barriers faced by more local staff. The whole programme was operated on a partnership basis with two tiers of participants, the Key Leader group allowed chief officers of the local authority, health, police and the voluntary and faith sectors to meet and the Community Board was made up of people who work face to face with young people in the community as paid or voluntary staff or as parents. The major decision making and planning functions are delegated to the Community Board and based on the results of a wide ranging survey of 11 – 16 year olds living in the area. These figures also act as a baseline from which to monitor progress.

In 2000 an action plan was developed and implemented with a number of actions in response to the risk factors that were commonly identified and agreed.

An ongoing evaluation of the impact of the programme on the risk and protection profile of the young people in the area was carried out by CtC within a third audit of risk and protection levels undertaken in 2005. Results from this show a very significant drop in the level of 9 of the 17 risk factors measured and no increase in any of the other risks. There are also significant reductions in the self-reported use of alcohol, drugs and tobacco and in the levels of anti-social behaviour and youth crime. This concurs with the experiences of local people and agencies who all report that things are much better than they were.

Contact:
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Mentors and Positive Role Models

During the consultation that preceded the publication of this paper a number of respondents emphasised the importance of mentoring for children and young people. Many referred to the value of peer mentors and described this level of support as being crucial for those young people who are most at risk of being drawn into trouble or are exhibiting emotional or behavioural problems that can lead to school attendance problems and or low levels of attainment.

Practice Example 5

Sova Mentoring Project

Paul* was 17 when he was referred to the Sova project for a volunteer mentor. At this time Paul was a young man who was easily influenced by his friends and peers. Paul had been in trouble with the police that led him to being put on a Supervision Order by the local youth court. Paul felt unable to go out in his home town as he had fallen out with “friends” and was concerned about the repercussions of this. Although currently living at home with his mum and family, he did not always get on with his mum and sometimes had difficulty managing his anger. He was unemployed and was not in education. With Paul’s consent, his Leaving Care Personal Advisor submitted a referral for a mentor in the hope the mentor could support Paul to develop his independence, explore education and employment opportunities, social pursuits and address his sense of isolation from his peers and his community.

A volunteer mentor, Sue* was matched to Paul to support and guide him to reach his goals and to fulfil his potential. Paul had an interest in motorbikes and cars and Sue shared this interest, which helped to “cement” the mentoring friendship. Over a period of about 12 months, Sue supported Paul to look at employment opportunities and encouraged him to apply for jobs appropriate to his skills and interests, become more independent and take responsibility.

They also had fun and a good laugh in their friendship and would often go to McDonald’s or watch car racing. Paul’s relationship with his mum and other family members has improved significantly. Paul has a greater sense of direction and was applying for jobs regularly. He even had an interview, although was unsuccessful that time! The mentoring ended when Paul left the area with his family. He has recently got himself a job that has prospects for advancement. Paul’s future looks bright.

Mentoring helped to bring about a positive outcome for this young person, as Sue was able to help Paul realise his own goals and aspirations. However, it was Paul’s willingness to engage with a mentor and his desire to change for the better that were his greatest assets. Other Leaving Care services that were available to Paul also played a part in his success story. Working together, Paul, Sue and these other Leaving Care services, helped him to reach his goals, develop his confidence and work towards reaching his potential.

** All names have been changed to ensure confidentiality.*

Contact:
Chris Arnold, Sova Cymru
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Practice Example 6

Sova Mentoring Project

Sarah* was 16 when she was first referred to the project for a volunteer mentor. Sarah had recently moved from local authority residential care into supported lodgings in a semi-rural area. Sarah was unfamiliar with the area and had not yet managed to establish links with her local community. Sarah discussed having a mentor with her Leaving Care Personal Advisor and wanted support to access social activities and to help develop budgeting skills.

A volunteer mentor Jayne* was matched to Sarah to offer support and to assist her make links in her local community. Over a period of about 16 months Jayne met with Sarah once a week. Sarah and Jayne would access the library, the local town centre, café's and the youth service. Sarah was a very vulnerable young woman who could easily be misled or taken advantage of.

Jayne was able to offer support and guidance and helped her to make some important decisions about her future and her welfare as well as to raise any concerns with her Leaving Care Worker. Jayne assisted Sarah to manage her budgeting by helping her to understand the value of money and her income and outgoings. Sarah began to trust Jayne and felt able to discuss any issues that concerned or worried her.

The mentoring friendship ended because Sarah's confidence and self-esteem improved to the extent that she had made friends of her own and no longer felt she needed the support of a mentor.

** All names have been changed to ensure confidentiality.*

Contact:

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Developing a Youth Forum

Work of this nature is often the natural follow on development from consulting young people and can be a useful mechanism for ensuring active involvement is maintained. A forum of young people provides a means by which young people's views can be articulated effectively. A forum can also help to assist a young person to develop communication skills and to develop a sense of responsibility if it gives them a say in the way services are managed or designed. Forums should include all sorts of young people to ensure that any work to improve their quality of life is supported by all groups, including the hard to reach and the socially excluded.

Practice Example 7

Bridgend Youth Council

Bridgend Youth Council pre dates the formation of the Children and Young People's Partnerships. It was formed at the instigation of young people and supported through the appointment of a Youth Participation Worker within Bridgend County Borough Council's Youth Service. Original recruitment to the Youth Council, at the suggestion and insistence of young people themselves, was through advertising and a recruitment campaign in the local burger chain restaurants. This has meant that a good cross section of young people have been members of the Youth Council. Youth Mayors have included a young woman who had recently left Council care, a young man who had for some time been homeless, and a young woman in full-time employment locally.

The Youth Council is formally recognised by the Bridgend CBC, the Youth Mayor and the Borough Mayor being installed at the same ceremony, addressing each others' Councils, and being recognised on two Mayoral Boards hung in the Council Chamber. Partly as a result of this arrangement, Bridgend CBC was recently presented with the Young People Now magazine's *Most Youth Friendly Council in the UK* Award.

The Bridgend Young People's Partnership, on which the Youth Council is represented, regard the Youth Council as their "advisors" or "consultants" for developing participation. Two years ago, following its presentation at the annual Framework Conference, the Partnership adopted the Youth Council's Participation Strategy and included it within the Framework and YPP Strategies. Implementing the approach, which is based around the development of local area or special interest forums, is the responsibility of the Youth Council via a Cymorth grant and a three-year Service Level Agreement.

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Play Provision

In its work on a framework for playwork quality assessment, Play Wales outlines why play is such an important and integral part of each child’s life:

*By pursuing a wide range of experiences, activities and behaviour in their play, children have the opportunity to discover their limitations and realise their potential for doing things. The variety of opportunities available to them will determine to a large extent the type of human being they will later become. A paucity of stimulating play experiences will clearly not be of value in the development of a confident, happy and resourceful human being.*¹⁵

Practice Example 8

Play Provision in Powys¹⁶

Integrated Children’s Centres are being set up in each local authority area in Wales, and staffed open access play is one of the core elements of the service they provide.

A team of practitioners used to working with children and young people was assembled (Forest Schools, the Forestry Commission, Dramatic Arts, Playwork, the Wildlife Trust, and Early Years and Education). Woodland sites and a community centre were chosen as the locations and a programme drawn up. Children and young people aged 8 – 16 who lived locally enough to reach the sites were invited to attend (many children made their own way although in some instances a mini bus could collect and drop off from a meeting point). The programme ran for six weeks and engaged with more than 130 children. Around two thirds chose to attend more than once.

The children resurrected an old mudslide during the morning and made an impressive effort of extending it by around 15 metres, smoothing out rocks and brambles and ‘greasing’ it with buckets of water brought up from the stream via a human chain. The slide became increasingly popular as the day went on and the playworkers tied a hefty rope to a tree at the top so the children could pull themselves back up.

Some activities and play props were prepared beforehand (for instance, cut sticks for den building at one of the forest sites) but the children were encouraged to play in their own way (and the den-building became a fantasy game where the children went ‘hunting’). Among many other opportunities at the forest site, children were shown how to light and manage a fire (and cooked their lunch on it), given support when they decided to ‘fly’ off a hill using a parachute, and facilitated to fish (using blood worms dug out of the river bank and sycamore twig ‘rods’).

One of the pilots included a group of young people who have physical and mental impairments, some of whom experienced fires and mud for the first time.

Contact:

Mike Greenaway
Play Wales for information, advice, training and consultancy services on all aspects of play provision
E-mail: mike@playwales.org.uk

¹⁵ *The First Claim... a framework for playwork quality assessment.* 2004. Play Wales

¹⁶ Adapted from an article by Nick Waller that appeared in *Play for Wales* Issue 16 Summer 2005, Play Wales.

Work in schools

Practice Example 9

Sandfields Comprehensive School, Neath Port Talbot

Sandfields Comprehensive School has set up a new study support resource centre, created with funding help from General Electric (GE) and staffed by a library assistant who has a clear remit for running after-school activities. Funding also enables the Headteacher to compliment the after-school offer with community involvement in the presence of a Youth inclusion Programme (YIP) worker. The spin-off’s for many of the school’s at risk pupils are life changing according to the Headteacher:

Sandfield is in a Community First area, where significant numbers of children need the nurturing approach we offer to help raise their achievement.

The resource centre is open from 3.30pm to 5pm each school day. Fifty children attend the centre, which has computers, wide-screen televisions, a book club and games such as scrabble. An IT technician helps with software and computer activities. The YIP worker focuses on two groups of at risk pupils at the centre. Another space has been set aside, where these pupils can discuss their problems with the YIP worker who organises any necessary follow up or referrals. Being on site the youth worker has been able to encourage many pupils to attend after school youth groups in the community and eight now attend an after school cooking and catering club.

...You have to be here to experience the atmosphere in our centre – it’s like a home from home and a haven for so many of our children.

¹⁷

Contact:

Mike Gibbon, Headteacher
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Practice Example 10

Communities that Care (CtC) UK – Eastside Swansea, Work in School

Low academic achievement first identified in primary school was one of the major priority areas for work in Eastside Swansea. The Education Department and Schools have worked hard over the past 8 years to raise standards and the number of A-C grades at GCSE in the local secondary school has risen from 20% in 1997 to 41% in 2003.

Project Charlie, a life skills PSHE drug education programme was established in one primary school in 2000 and has become part of the whole school approach to protecting children and young people from substance misuse. The programme involves a series of 20 or so lessons covering self-esteem, relationships, decision-making, resisting peer pressure and drug information and is delivered by the classroom teacher using a variety of classroom strategies. An evaluation of the programme in London found that the children who took part gained more knowledge of the positive and negative effects of legal and illegal drugs than did peers in a control group and a follow up study found that participants were less likely to smoke or use illegal drugs compared to a group of their 13 and 14 year old classmates.

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¹⁷ This practice example is adapted from a feature that appeared in *Extra Time Special: Supporting Out-of-School-Hours Learning*, Autumn term 2005, Issue 125, ContinYou: www.continyou.org.uk

Practice Example 11

Bridgend On Track – Playground Peacemakers

The On Track Specialist Behaviour Support Teacher together with Learning Support Assistants offer training to pupils, dinner ladies and teachers to deliver playground peacemakers. This encourages conflict resolution and problem solving, reducing bullying and aggression in the playground.

Playground peacemaker will take those in conflict to a designated area, explain the rules and facilitate a problem solving session where an agreement or compromise is reached and recorded.

The programme was evaluated through school questionnaires and focus groups. Significant impact included:

- 43% reduction of students reporting being hit or kicked in 12 months
- 56% reduction in girls feeling frightened
- 35% reduction in pupils reporting being treated unkindly

Contact:

John Williams, Bridgend On Track
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Working with Children and Families

A review of the effectiveness of parenting support programmes¹⁸ highlights that early interventions report better, more long lasting outcomes but that later intervention is better than none at all.

Practice Example 12

Children and Families Participation, Bridgend

Every year since 2002, the Children's Partnership in Bridgend has held an Exhibition and Fun Day for children and their families. Held at Bridgend Recreation Centre, the Day provides themed activities for children within an exhibition of services and opportunities for children and their families. Parents are also provided with the opportunity to make their views on services known and to contribute to the development of the Partnership's priorities.

The event has grown each year, and in 2005, over 2,500 children, with their parents/carers, attended the event (with the theme Fairy Tales and Nursery Rhymes).

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Practice Example 13

Preventative Project for 4 – 11 year olds – South Wales Over Arching Leadership Group. Outline Proposal.

South Wales OLG are preparing a funding proposal to establish projects in one or two school cluster areas that provide family support programmes. The proposal is based on the model developed by On Track (see practice examples above) and Tylorstown On Track participated in its drafting.

- Specialist targeted services within a context of enhanced universal support and networks.
- The early identification of those most at risk of social exclusion.
- A continuum of preventative services.
- Multi-agency planning and delivery.
- Improved integration of services.

The emphasis is on establishing multi professional joint practice, going beyond more familiar work that emphasises building multi-agency networks and strategy, and is founded on providing multiple interventions that span conventional and professional boundaries. These interventions are also targeted at multi levels, from providing universal services to any family within the area to intensive support arrangements for individual children and families. The proposal is also centred on community participation and involvement, both as clients and in contributing to service delivery.

Key characteristics of this proposal are that it:

- Is genuinely multi-agency
- Is community focused (based on the school cluster area)
- Combines universal and targeted interventions
- Integrates and co-locates services
- Is evidence based
- Builds on resilience factors and minimising risk
- Removes barriers to information sharing
- Develops a collaborative approach

In addition there will be a number of overarching components to the project that is operating across the seven areas, elements under discussion include:

- Training and practice exchange
- Specialist services
- Longitudinal study of children receiving services (a key element of the common monitoring and evaluation framework)
- Detailed cost/benefit analysis

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¹⁸ What Works in Parenting Support? A review of the international evidence (Moran, Gbate & Van der Merwe, 2004).

Practice Example 14

Communities that Care (CtC) UK Review of Parenting Programmes

In *A Guide to Promising Approaches* (2005), CtC identifies a number of successful parenting programmes all of which show varying degrees of evidence of positive change in children's behaviour for those families who have engaged with the programmes.

The programmes include:

- **Parenting Positively** (3-5 years and 6-10 years) – advice booklets for parents on rewarding positive behaviour and extinguishing negative behaviour. 'Booster' sessions follow the main course. Evaluation showed improved children's behaviour and led to the number and timing of booster sessions being extended in response to evidence that gains began to fade with time.
- **The Incredible Years (Webster-Stratton)** (3-12 years) – focus on improving interactions between parents and children increasing problem solving skills. US research shows that participating children show less anti-social and negative behaviour, respond more readily to parents, show more positive behaviour and are more affectionate with their parents and show greater readiness for school. Studies suggest that the 10-12 week video course achieved results comparable to many more hours of individual therapy. The evaluation of the Webster-Stratton group parenting programme with parents of 'at risk' pre-school children in Sure Start Centres in North and Mid Wales has demonstrated improved child/parent relationships and improved child behaviour.

- **Triple P (Positive Parenting Programme)** (0-16 years) – a multi level strategy aiming to prevent severe behavioural, emotional and development problems in children by enhancing the knowledge skills and confidence of parents, originating in Australia but widely available in UK. Substantial body of evidence from Australian evaluation showing significantly reduced disruptive child behaviour, dysfunctional parenting, marital conflict and parental stress and depression in response to the programme.
- **Handling Children's Behaviour** (3-11 years) – 10-week course for small groups of parents with an emphasis on building parents confidence and self-esteem and enhancing their understanding of the development of children's behaviour. Evaluation showed improvements in parental self-esteem and child behaviour.
- **The Family Nurturing Network** (2-12 years) – based on 'The Incredible Years' programme. Evaluation found significant and sustained improvements in both parenting skills and children's behaviour.

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Practice Example 15

RCT On Track – On Track Plus Family Support Service

RCT On Track works closely with Ferndale Community School and its cluster group in a variety of group and individual programmes. They have developed On Track Plus, a partnership initiative, which is building a multi-agency family support service (in line with the recommendations of 'Rights to Action' and the strategic aims for the Community Dimension of Schools and the co-location of services).

As well as developing a child and family centre at the school, On Track Plus has a programme of group sessions and direct work with parents and children. This is supported by home visiting, delivered by workers from On Track, education and children's services, the youth service, Police, the school, health service, Youth Offending Team, Barnardo's, Drugaid and community groups.

Separate sessions with parents and children cover such topics as:

- Effective communication between parents and children
- Drug awareness in the community
- Sexual health and relationships
- Group discussion – with school staff
- Group discussion – with the Youth Offending Team

Contact:

Mick Millman, Tylorstown Project, RCT
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Training and employment

Lack of training and employment are often cited in disadvantaged areas with higher than average rates of anti-social behaviour and crime. A partnership approach with Jobcentre Plus could help in looking at how local action might be taken to assist disaffected young people accessing opportunities to become involved in training and in preparation for employment. Examples could include a specific project to assist and advise employers on employment practice in relation to ex-offenders, establishing a network of employers to attend project meetings, looking at ways in which young people can develop new business ideas as social entrepreneurs and voluntary work and training schemes located in the community to provide work experience and to develop the physical infrastructure of the community.

Practice Example 16

The Quinzone Centre, Quinton, Birmingham

One example of a locally determined model is “The Quinzone” in Birmingham. Here a redundant building on the campus of a local secondary school has been renovated to a high standard. A policy decision was made at an early stage that the fabric of the building needed to reflect professionalism and respect for the young people using it. Attention was paid to detail and quality, as opposed to “just splashing emulsion” over the walls to mask past neglect. Incrementally, public and private sector services have populated the building. A national house-building company renovated and equipped vocational workshops, including plumbing, carpentry and brick laying areas, supervised by skilled trainers. A state of the art hairdressing salon occupies another part of the complex, being closely linked with local businesses that provide workplace opportunities. Parts of the school grounds have been opened to the public, with benches, lawns and flowerbeds designed and managed by young trainees attending the centre’s horticulture project.

Quinzone began life in January 2001 as an Education Action Zone (EAZ). Working with Quinton’s 7 primary schools, 1 high school and 1 special school. In November 2002 the Quinzone Centre opened with three main aims:

- To help raise attainment
- To help raise the quality of teaching and learning
- To improve community access to learning

The Quinzone Teaching and Learning Community now embraces a variety of different initiatives, all of which are delivered in partnership with other agencies and individuals.

Quinzone / Lovell Construction Training Academy

This partnership between the Quinzone and local construction firm Lovell opened the academy in 2003 to meet the need for people to train as plumbers, carpenters, decorators and bricklayers.

Vocational Training

Vocational training for 14-19 year olds is offered with 17 local schools using the facility. Students can access vocational training in Construction, Hairdressing, Floristry, Horticulture and Health.

Learning and Teaching

In order to work towards improving levels of attainment the Quinzone employs two teachers for targeted intervention who work with pupils within the local schools. Mainly working with year 6 pupils supporting them with their literacy and numeracy.

IT Suite

The IT Suite provides free classes for adults. Starting at absolute beginners’ level it provides a broad base on which to build up computer skills. Students can then choose from various modules in order to tailor learning to suit individual need

The Quinzone Centre also houses an art gallery, a Youth Safe Haven (see below) and runs community environmental projects (see below).

Contact:

Keith Slater, Director
www.quinzone.bham.org.uk for contact details and further information.

Practice Example 17

Jobcentre Plus in Wales: New Deal for Young People (NDYP) 18 – 24

New Deal for Lone Parents (NDLP)

NDYP is one of the initiatives of the Government’s Welfare to Work programme. It addresses the problem of long term unemployment for young people aged 18 –24 through the provision of high quality training, education, work experience and jobsearch support. The primary aim of NDYP is to move participants into sustainable work as quickly as possible. Whilst on the programme participants are supported by a New Deal Personal Advisor. This may be a Disability Employment Advisor for jobseekers with a health problem or disability. A diverse and innovative range of opportunities should be available to meet the different needs, backgrounds and experiences of the participants and includes diagnostic interviews, to determine the best Option for individuals, which include Education and Training, Voluntary Option, Environmental Taskforce and Subsidised Employment.

NDLP is a voluntary programme which provides the opportunity for lone parents to meet a personal advisor and receive help and support to improve their prospects and living standards by taking up, and increasing, paid work. The programme is delivered through a series of caseload interviews. If a lone parent agrees to join the NDLP they will construct a realistic action plan with their New Deal Lone Parent Advisor, detailing steps to be taken to assist the lone parent in finding employment this includes advice on in work benefits.

Contact:

Your Local Jobcentre Plus

Practice Example 18

Progress 2 Work-Link Up

P2W-Link Up aims to improve access to, and develop, existing provision by focusing on the needs of those facing multiple barriers to employment – namely those who are ex-offenders, homeless or are alcohol misusers. These problems are often common amongst those customers with a drug or substance misuse problem and some P2W providers may have already had experience of dealing with the wider issues involved.

P2W-Link Up pilots in Bridgend, Rhondda Cynon Taf and the Eastern Valleys aim to contribute to the Government’s agenda to tackle social exclusion. Building on existing initiatives, the P2W-Link Up pilots will target those with the greatest disadvantage in the labour market and attempt to help those customers to find work or to develop themselves in preparation for work. The pilots will aim to help those Jobcentre Plus has found the most difficult to assist, including some who are economically inactive.

Contact:

Jobcentre Plus Offices in those areas

Working with young people in community regeneration

Practice Example 19

Fernhill Youth Project

Save the Children actively promotes children and young people’s involvement in community regeneration. They are keen to ensure that children and young people are given opportunity to be partners in efforts to tackle child poverty and social exclusion at a local level as well as national level.

Save the Children have worked with young people on the Fernhill Estate in Cynon Valley for many years, developing, in partnership with Merthyr and Cynon Groundwork Trust, a peer-led project that demonstrates young people’s capacity to develop their own effective response to overcome disadvantage, discrimination and less equal opportunities.

The Fernhill Youth Project provides an example of the benefits and practicalities of involving young people in community regeneration under the Welsh Assembly Government’s *Communities First* initiative.

The Project offers training and opportunities for young people in the community in an informal setting. The young people largely run the service themselves.

Activities at the project:

- A cyber café – young people use the café as a meeting point, and access computers.
- Social and educational opportunities – young people plan and fundraise for trips and social events.
- Training – young people can access a range of accredited training courses to build their skills and confidence. Courses have included, motivation and self-esteem, children’s rights, communication and mediation.

- Peer Education – young people use the medium of drama to explore ideas of children’s rights and then run sessions in local schools to raise awareness on the UN Convention. Drug and alcohol awareness sessions are also run by and for young people.

The project has also planned, fundraised and taken part in exchange visits with a Norwegian group.

How it all started:

Save the Children had worked in the area for a number of years but in 1999 their Saying Power Scheme was launched, aimed at giving marginalised young people the opportunity to become community activists.

A 17 year old young woman from Fernhill was awarded a grant – she consulted with local people about what they wanted to see changed and she made contact with other agencies. Save the Children appointed a youth worker to work alongside young people on the estate. The young people formed themselves into a Youth Committee with 17 members who plan, carry out and develop the work of the project. The 16 year old chairperson says:

We look at the role as providing training opportunities for the other young people who access the project. We maintain and run the building and have a full say in the decisions that are made that affect the project and the training they go on. Young people have been involved from the very beginning and we have a real sense of ownership of the project.

Contact:

Les Davies, Project Manager
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Providing a broad range of enjoyable activities for children and young people to do

It is important to ensure that no assumptions are made about what kind of activities should be provided. The first step is to ask young people what would interest them, to agree with them what is realistic to provide and then to find ways in which those activities can be provided. Some quick wins are important here so that young people can see that their views are being taken seriously. It is also important to bring in families and other support networks in both participating and helping to design some activities.

Practice Example 20

Communities that Care (CtC) UK – Tawe East Youth Alliance

The Tawe East Youth Alliance was established in 2001 as a direct result of the CtC Action Plan. It acts as a co-ordinating and development group for all work with young people in the area and has brought together the voluntary and statutory sectors to draw up a comprehensive youth plan for the area. The plan covers the provision of outreach and detached youth workers as well as centre based provision. As part of the development of the plan a number of residential events were held involving young people from the community.

A new youth centre has opened, sharing a building with a youth advisory clinic run by the Health Service, a community development project and a newly established Healthy Living Centre.

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E-mail: ann@communitiesthatcare.org.uk



Developing diversionary programmes in response to particular actions or behaviours

An example might be developing a motorcycle or car workshop aimed at young people involved in car related crime. The key here once again however is not to assume that this is the right answer. You may find after talking with young people that they might be better diverted from car-related offending by taking part in another form of organised activity altogether (like joining a football team or becoming involved in an outdoor pursuits programme), or through the provision of a counselling programme attached to another activity that discusses the consequences of car crime on its victims.

Practice Example 21

Phoenix Project. Mid and West Wales Fire and Rescue Service

The Phoenix programme is a five-day intensive practical course that runs from 0930 to 1600 hours. It is aimed at young people aged 13 to 17 who are known offenders or who are at risk of offending.

Young people are referred to the Fire and Rescue Service (FRS) by the Youth Offending Team, the Local Authority Youth Inclusion Project or from the Local Education Authority alternative curriculum programmes.

The course is physically and mentally demanding and is based around FRS activities geared towards team building by getting young people to work together in crews (teams). It also aims to develop the potential of the young person, boosting self-confidence and promoting leadership skills.

The course consists of FRS standard drills and simulated exercises using specially adapted equipment. The week includes health and safety, pump drills, running out hose, slipping and pitching ladders – correct methods of ascending and descending. It also includes basic First Aid, Search and Rescue procedures, Road Traffic Collision awareness.

Each day includes lecture room input targeted towards raising the awareness of the young person to the dangers of fire and the consequences of their actions with regard to arson, hoax calls and joyriding. On the last day of the week there is a passing-out exercise and parade on completion where each young person is awarded a certificate of attendance.

Contact:
Chris Hughes, Training and Liaison Officer
Mid and West Wales Fire and Rescue Service Telephone: 0870 6060699

When targeting work on fire setting and road traffic collisions the first step is to identify how many involve young people and then to examine the risk factors that make them vulnerable to these incidents or stimulate the behaviour. This work can then inform a menu of options including educational programmes to inform young people and to give them the opportunity to modify their behaviour alongside targeted programmes like those described below.

Practice Example 22

Skills for Life Course. Mid and West Wales Fire and Rescue Services (MWWFRS) and Hillside Secure Children’s Home

Nick Dodd and Gemma Thomas (MWWFRS) and Delfryn Thomas (South Wales Police) make up the Arson Reduction Team (Welsh Assembly Government funded initiative serving the Swansea Bay area). Together with Diana Harries (Youth Engagement Officer, MWWFRS), they developed a three day course called Skills for Life, in conjunction with staff at the Hillside Secure Children’s Home.

Six young people took part in the programme and were selected due to their background in either fire related offences or vehicle crime. The course was designed to develop four key skill areas; communication, teamwork, safety and consequences. Over the three days six young people and three staff members from Hillside took an active part in drills, ladder work, first aid, search and rescue and hose running which not only re-inforced the four skill areas but helped to encourage the group to relax and speak openly with the team.

Further theoretical sessions on human behaviour towards fire, road traffic collisions and a demonstration of how the fire service rescue a trapped person from a vehicle helped to show the students how their behaviour could impact on themselves and others.

The attitude evaluation at the end showed a change from their negative attitude to the Police and a marked improvement in their understanding of the impact of their actions on themselves and the communities in which they live.

Further development of this type of course is planned.

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Chris Hughes, Training and Liaison Officer
Mid and West Wales Fire and Rescue Service
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Practice Example 23

Youth Inclusion and Support Panel in Swansea

The Youth Justice Board is piloting Youth Inclusion and Support Panels (YISPs) in England and Wales. There is a YISP in operation in Swansea. The YISP model involves multi-agency planning groups who work to seek the prevention of offending and anti-social behaviour through the provision of voluntary support services to high-risk children aged 8-13 years and their families.

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Practice Example 24

The Youth Inclusion Programme (YIP)

These are operating in a number of youth offending teams. The YIP is a targeted intervention aimed at those young people on the edges of criminality, to prevent them developing a criminal career.

Senior YIP schemes target 13 – 16 year olds in the deprived neighbourhood, each targeting 50 most at risk of offending. The programme provides structured activities and assistance to steer these young people away from crime as well as helping to improve school attendance and reduce exclusions.

Referrals to the programme can come from the police, schools and local residents, with voluntary organisations involved in managing, designing and delivering the schemes. YIPs include a range of activities to engage young people and their families, backed up by targeted support services, including: family link centres based in schools; lunchtime and after school homework clubs, and school holiday clubs; skill centres providing training and qualifications; mentoring; sports and other forms of constructive recreation; and support services for parents and carers.

In addition to focusing on the 50 most at risk young people, the programme also encourages wider groups of young people to participate in programme activities including siblings and peers.

Contact:

Joe Hayman, Policy Advisor
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Practice Example 25

The Quinzone Centre Safe Haven Project, Quinton, Birmingham

Housed within the Quinzone Centre (see practice example 16) the UK's first Safe Haven project for young people was launched in February 2004. A partnership involving West Midlands Police where a police officer is seconded to work solely with young people and their families in order to help prevent the young person from drifting into crime. The model is based on an initiative developed by the Eisenhower Foundation in the USA.

Amongst other achievements the Quinzone Safe Haven has:

- Managed the Quinton Youth Inclusion and Support Panel
- Established drop in facilities across Quinton in a number of settings for young people
- Conducted consultation events between young people and the police
- Established the B32 Teen Disco
- Conducted meetings with parents in schools
- Become involved in community learning programmes
- Linked with street wardens and junior street wardens
- Collated information on anti-social behaviour hot spots and targeted responses
- Established an X-Box League for young people
- Conducted work on public reassurance

Contact:

Keith Slater, Director
www.quinzone.bham.org.uk for contact details and further information.

Developing sports based activities

There is a lot of research evidence that links better health and participation in sports with reductions in anti-social behaviour and offending.

Practice Example 26

Wheeled Sports Strategy Group, Bridgend

Following the first annual Framework Conference in 2002, and a presentation from young people, skateboarding was prioritised within the Young People Partnership Plan. A group of young people formed the Think Sk8 Action Group, and held, with the support of the Bridgend Youth Council, a Skateboarding Conference. This initial approach has led to the establishment of a Wheeled Sports Strategy Group, with the active participation of young people. They have contributed to the development of the strategy, the choice of sites for skateparks and similar facilities, the design of facilities, and, most recently, took part in the meetings and interviews of the financial tendering process which chose the contractors for building the sites.

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Practice Example 27

South Wales Police – McDonalds Football in the Community Coaches

In support of South Wales Police's efforts to engage with, and offer alternative activities for young people, many of whom are amongst the hardest to reach and most disadvantaged, McDonalds have provided training for local Community Officers to become accredited football coaches. The officers have subsequently worked with young people's teams as coaches and referees, and have been successful in attracting a lot of interest from young people who would otherwise have little to do with their time. In addition to offering greater choice to the young people, a further benefit for the police is that it provides an opportunity to help the youngsters see the police as not just a uniform, but also as a friendly face to who they can turn to for help and advice. In turn, this contact enables the officer to refer the young person to other support agencies.

The success of the scheme can be seen each year at the South Wales Police Communities Open Day, where McDonalds help to stage a football competition throughout the day. The competition brings bus-loads of children and parents from communities throughout the area to enjoy both the competition and a chance to see how the police work.

Contact:

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Action on substance misuse

In areas where young people exhibit problems related to substance misuse, it may be appropriate to tackle the problem directly via referral to a drugs and alcohol advice and counselling service. The health authority or other specialist local agency may be the appropriate lead agency. Other developments could include setting up an attractive social venue for young people similar in nature to a club or pub but without the associated sale of alcohol – although clearly an approach of this kind would require substantial funding being found.

There may also be some scope for education and lifelong learning to work in partnership with the youth offending and probation services in developing education programmes and activities in the community for all children and young people to raise their awareness.

Practice Example 28

Communities that Care (CtC) UK – Eastside Swansea

One of the risk factors identified in the multi-agency audit and action plan for Eastside Swansea was the ready availability of drugs particularly alcohol, and long term limiting illness which had a serious impact on employment levels in the area. Over the years since the action plan was developed in 2000 there have been a number of initiatives by Trading Standards, South Wales Police and Customs and Excise to tackle the availability of drugs and alcohol.

New Opportunities Fund funding was secured to establish a Healthy Living Centre in the area and staff developed a programme which includes peer education work with young people on issues such as alcohol and other substances.

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Involving young people in improving the communities in which they live

It is important that young people grow up to respect the community in which they live as well as the residents who live alongside them. Very often the exuberance of children at play and the testing out behaviours of young people can lead to acts of vandalism, graffiti and litter. Young people are often scapegoated for this very reason.

One way to address this is getting young people more involved in their local community by:

- Working on environmental projects that repair damage, remove graffiti and tidy up. This would help to restore a sense of pride in place.
- Working on environmental projects to create new facilities in the community like a play area for younger children or the development of a community garden.
- Providing voluntary services to other community groups (for example, raising funds for local causes, organising concerts and community festivals, using newly acquired skills to help renovate community buildings).

Practice Example 29

The Quinzone Centre, Quinton, Birmingham Linking Vocational Training with Environmental Community Improvements

The Quinzone Centre (see practice example 16) links its work on vocational training to environmental improvements in the local community when it can.

Examples include:

- Building seating in local park close to bus stop (providing shelter and seating for local people).
- Establishing garden spaces in the local area for all to enjoy
- Planting schemes
- Offering hair appointments to local people to act as models
- Small scale construction projects – wall repairs
- Decorating public spaces

Contact:

Keith Slater, Director
www.quinzone.bham.org.uk for contact details and further information.

Chapter Five: Universal, Targeted and Individual Services

The ultimate test of any model is embedding the approach in practice on the ground. In many ways the principles set out by the National Assembly for Wales in *Extending Entitlement* sets the vision for this to be achieved. Whilst much has been set in train following the publication of *Extending Entitlement* it remains the case that many practitioners outside the youth service and education fields have little practical knowledge or awareness of what has been described as a landmark publication. With that in mind, it is useful to identify what is meant by universal, targeted and individual services in an effort to establish a common language:

Universal services - those services that are offered to all young people including education, youth work, access to leisure services, advice and support. The services or entitlements for young people, which in Wales, are encapsulated and established in *Extending Entitlement* and sometimes referred to as the *10 entitlements*:

- Education, training and work experience – tailored to their needs.
- Basic skills which open doors to a full life and promote social inclusion.
- A wide and varied range of opportunities to participate in volunteering and active citizenship.
- High quality, responsive and accessible services and facilities.
- Independent, specialist careers advice and guidance and student support and counselling services.
- Personal support and advice – where and when needed and in appropriate formats – with clear ground rules on confidentiality.
- Advice on health, housing benefits and other issues provided in accessible and welcoming settings.
- Recreational and social opportunities in a safe and accessible environment.
- Sporting, artistic, musical and outdoor experiences to develop talents, broaden horizons and promote rounded perspectives including both national and international contexts.
- The right to be consulted, to participate in decision-making, and to be heard, on all matters which concern them or have an impact on their lives.

Extending Entitlement

Targeted Services – prevention programmes directed at groups or networks of children and young people or in defined geographical areas that are seen to have a concentration of risk factors including poverty, deprivation, high incidents of school related absenteeism, anti-social behaviour, high alcohol and or drug use and high crime levels.

Individual Services – intervention and support services directed at children and young people by one or more agencies in response to problematic or risky behaviour such as involvement in truancy or offending; or a particular vulnerability including child welfare concerns, mental or physical health needs.

When you consider the range of interventions and agencies (statutory, private and voluntary organisations) that have a direct or in-direct interest in the delivery of those services in any one local authority area, the scale of the task in co-ordinating that activity, within a coherent and holistic approach, becomes a daunting prospect. That's why this paper advocates an area or geographical approach where clear boundaries can be set and the range of agencies current in the area can be captured and encouraged to work in a more collaborative way. This would not preclude a local authority extending this approach across its reach and offering support to a network of patch based activity that would work in the way outlined to offer the integrated model to every child and young person in the local authority area.

In an article in The Guardian¹⁹, Rod Morgan the Chair of the Youth Justice Board, argues that effective preventative models are far more likely to reduce offending than simply locking up young offenders:

The characteristics of young people in custody suggest that effective crime prevention should be a matter for every public service. Two thirds have been excluded from education and nearly half of school age children in custody have literacy and numeracy levels below those of an 11 year old. Over a quarter cannot read, write or count as well as an average seven year old.

¹⁹ *Youth Crime Can Never be Solved by Simply Locking Up Offenders*, Rod Morgan, Chair of the Youth Justice Board. The Guardian, 24.8.05

Four in 10 have been in the care of the local authority. Almost a fifth have been on a child protection register, while 40% say they have been dependent on drugs and alcohol at some point in their lives. Just under a third have significant mental health problems. These are some of the most deprived and marginalised young people in our society...

He goes on to point out that addressing these factors in children's lives is not within the gift of the criminal justice system, and so by implication, suggests that the effective delivery of universal, targeted and individual services for every child and young person is likely to have a much greater impact:

Only by listening carefully to young offenders, and looking hard at the role our mainstream services must play, will we make real progress.

In her foreword to the All Wales Youth Offending Strategy, Edwina Hart AM, Minister for Social Justice and Regeneration, supports this view:

*...the best way to stop young people offending is to prevent it from happening in the first place. The more we can stop young people entering the criminal justice system, the more we reduce the risk of them getting into worse trouble in the future.*²⁰

To address the more targeted and individual needs of children and young people in disadvantaged communities, the Welsh Assembly Government have developed the Cymorth funding stream which aims to provide a network of targeted support for children and young people within a framework of universal provision. It has recently consulted on proposals for its Flying Start²¹ initiative that will target 0-3 year olds in the most disadvantaged areas. Added to this are the Communities First structures and their plans, developed with local communities, which almost always include some provision for children and young people.

²⁰ *All Wales Youth Offending Strategy*. Welsh Assembly Government and Youth Justice Board. 2004.

²¹ Consultation issued on 28 November 2005 and ends on 20 February 2006. The central objective is to improve outcomes for children, both in preparation for school and in the long term. Initially, children benefiting from the programme will live in the catchment areas of specified infant and primary schools, chosen according to levels of free school meal eligibility among pupils. The centrepiece of services will be free part-time good quality childcare for two year olds.

²² *Children and Young People: Rights to Action*. Welsh Assembly Government. January 2004

This is all underwritten by the Welsh Assembly Government having adopted the United Nations Convention on the Rights of the Child as a guiding principle in providing services for children and young people. Notwithstanding this focus, many practitioners and managers do acknowledge however that it has been quite difficult to get Communities First, the Children and Young People's Framework, 14-19 Learning Pathways, the Safeguarding Vulnerable Children Board and the Community Safety Partnership to work together in a coherent way although there is a willingness in most areas to make this happen.

On top of this the Welsh Assembly Government launched the Community Focussed Schools initiative in 2005 publishing proposals to support the development of Community Focussed Schools with a £3 million fund. It has developed and supported the implementation of Schools Councils and is also working with the New Opportunities Fund local partnerships to develop at least one integrated centre in each local authority area:

*...These centres will bring together open access play, early years' education, community training and childcare, along with other family support services such as parent and toddler groups.*²²

With so many positive development opportunities in train local authorities in partnership with their provider agencies, the police and local communities need to consider ways in which all this work can be delivered in a coherent way.

The majority of respondents on the consultation for this paper agreed that the model or vision of integrating universal, targeted and individual services, with a focus on the delivery of services and the development of exemplary practice, was a sensible way forward. It would be disappointing if the potential benefits of this strategic drive were undermined by a widespread perception that little is happening at the local level to improve the quality of life for children, young people and their families.

Reconfiguring Existing Services

If the integrated practice model described above is to become a reality we shall need to revise the current position in many areas where the delivery of specialist statutory services are prioritised at the expense of universal services. A new operational strategic vision needs to be shared on a multi-agency basis:

An Example Strategic Vision:

Public services for children and young people in South Wales adopting the delivery of a multi-agency holistic approach. An approach with a top priority on the delivery of high quality universal services, using and integrating specialist resources and agencies as required, and underpinned by the active involvement of children and young people themselves.

The Children Act 2004 provides an opportunity to reconfigure children and young people’s services and can be progressed through the central mechanism of the Children and Young People’s Framework Partnership. The National Service Framework (NSF) for Children, Young People and Maternity Services and its accompanying self-assessment audit tool, provides a reference point for the joint commissioning of children and young people’s services by setting out key standards and performance measures in relation to equity and quality of services.

There are a lot of agencies that provide services for children and young people on a statutory or voluntary basis. Some communities can expect to see those agencies working directly within the community all the time, for example the local school, youth club, church groups, community police officer, doctor’s surgery and voluntary groups. Other services are more specialist in nature and communities would only expect to come into contact with them at times of crisis or expressed need, for example, children’s services of the local authority, mental and physical health agencies, youth offending team, investigative police officers and education welfare service. Each one of those agencies may already be involved in one or more partnership project and in some cases will already be talking together.

In some areas this may not be happening and even if it is the dialogue may not be maximising the benefits and opportunities to be gained from a more cohesive approach. Reconfiguring involves a review of all services that are being delivered and agreeing on a multi-agency basis how they can be delivered in a more coherent and cost effective way so that resources are shared and not duplicated, can meet identified need in a co-ordinated approach, can provide positive outcomes for all children and young people living in the local area, and can identify gaps in provision and ways of meeting those deficits. Research by the Dartington Social Research Unit sets out the benefits that re-configuring services can bring:

*Current refocusing is concerned with providing services for all children (rather than services for the poor) and with orientating provision towards improved outcomes – reduced impairment to development, better quality of life, combating social exclusion – so moving away from the focus on processes and outputs...The goal is to achieve a better balance between so called “front end” services – prevention and early intervention aimed at averting problems in the first place or nipping them in the bud if they start to develop – and more “heavy end” provision – treatment and social prevention intended to remedy serious difficulties and reduce the negative impact that those with difficulties have on others.*²³

Re-configuring does not mean dismantling acute and restorative services or that increased investment or resources will be required. The research does point out however that both of these may prove desirable in some areas. As a result it makes the point that chief officer co-operation on a multi-agency basis is essential if re-configuring resources to better effect is to become a reality (For example, agreement to set and re-shape budgets is unlikely to happen without elected member and chief officer support and direction within the context of local authority services).

²³ *Refocusing Children’s Services Towards Prevention: Lessons from the Literature.* Dartington Social Research Unit. Research Report No 510. 2004. ISBN 1 84478 176 3

The benefits of a holistic, integrated approach in relation to re-configuring existing services should include:

- Achieving better outcomes and improved services for children, young people and their families in the area.
- Improving value for money.
- Cutting out waste and duplication of effort.
- Creating improvements in multi-disciplinary assessment and planning.
- Providing an opportunity to enhance the protective factors within communities and reducing the risk factors for children and young people.
- Agreeing where gaps in services are apparent and looking at how those gaps can be put right.

Key Questions and Issues to Consider within a Strategic Approach to Reconfiguring Services

Leadership and commitment

- Do all the chief officers and elected members share the same vision? Will they be prepared to *champion* the new way of working?
- Can a commitment be made to re-configure budgets over a given period of time to phase in the new arrangements with a view to creating sustainable change?

Current partnership arrangements are having a limited impact on service delivery

- Are you clear that existing policies and partnership arrangements are viewed by those participating as little more than *talking shops*?
- Do you know how many partnership meetings there are – can these be cut down to reduce duplication and demands on staff time?
- To what extent are young people actively involved in the current arrangements – can this be improved?
- To what extent do partners understand each others roles and responsibilities?
- How can specialist service providers adapt their methods of working to meet a more integrated approach?
- To what extent are voluntary organisations involved?

Child and Young Person Focussed

- Will you consider how a strategic approach to re-configuring services can embrace the active involvement of children and young people in helping to design the new arrangements?
- Are you prepared to consider how all agencies can adapt to a patch basis to deliver universal and targeted services to children and young people whilst accessing specialist services as required?

Chapter Six:

Monitoring and Evaluation

- Would you then consider publishing joint practice guidance on the universal model and how specialist services dovetail within that approach?
- Would you also consider developing joint training for statutory, voluntary, community and private organisations working in the area so all are familiar with new arrangements, legislative requirements and new initiatives/regulations?

Simple Structures

- Do not set up complex structures. Legislative requirements need to be kept in mind but keeping things simple can cut down tasks as a result of being overburdened by complexity.
- Keep focussed on achieving high quality practice.
- For example, a local authority area could set up one over-arching Strategic Leadership Group (responsible for overseeing developments, receiving progress reports and providing its delivery areas with training, support and tools to do the job). Within the local authority area a number of Area Delivery Groups (based on high school cluster areas perhaps) deliver the universal integrated service.

Agreed Processes

- Consider agreeing a series of joint working protocols (if these are to be used they will need to accommodate individual agency requirements):
 1. Information sharing protocol
 2. Common joint assessment and referral framework
 3. Individual and community planning agreements
 4. Clear and consistent reporting and accountability procedures
 5. Monitoring standard for effective practice
 6. Joint commissioning procedure

In order to properly reflect the impact that a new approach or project is having it is important to monitor and evaluate what is happening. In Chapter 4 above the principles of monitoring and evaluation are outlined. The importance of effective evaluation can not be too heavily emphasised. Many agencies of course already know this in relation to their own practice, accountability, inspection and governance arrangements.

Whilst monitoring and evaluation is now widely recognised as an integral part of practice it is not always clear if practitioners and the young people they work with and serve have a common understanding of the key terms or words.

Monitoring and Evaluation – Key Words

Monitoring

The process of continually assessing a project’s progress in meeting its *objectives* (focuses on *outputs* and *milestones*).

Evaluation

A piece of research that uses monitoring information and other sources to focus on the effectiveness of an activity/project/policy at a specific point in time (for example after 1 or 3 years). Looks at the *outcomes* achieved in relation to objectives.

Research

The whole activity of exploring and understanding change programmes and or activity.

Objectives

Something you want to do or achieve. For example, increase the number of young people accessing a service; or decreasing the number of young people involved in anti-social or nuisance behaviour.

Targets

These are usually refined *objectives*, for example, to reduce school exclusions in Anytown High School by 10% by 2007.

Outputs

The product of an activity. They describe what must be produced or undertaken for the activity to achieve its desire *outcome*. For example, distribute an information leaflet to each house on the *Anytown Estate* each quarter.

Inputs

The resources that are required in order to achieve the desired *outcome*. For example, staff time, new funding, access to a mini bus, etc.

Outcomes

The results or consequences of a particular activity (applying the *inputs* and achieving the *outputs*).

Milestones

Timescales when particular activities or tasks need to be completed. Can be used to monitor progress. For example, make contact with young people in the *Anyroad Subway* by 1.6.06; establish steering group with involvement of young people by 1.9.06.

Performance Indicators

The means by which you will measure whether a target or objective has been met. For example, the PI for reducing the rate of nuisance behaviour may be by recording the drop in complaints received by the police.

Baseline

The state or position of something or somewhere before the activity or project commences.

Cost Effectiveness

Estimates the cost of reaching an objective and whether the activity has been more or less costly in achieving that objective than an alternative measure or set of measures.

Cost Benefit Analysis

Takes the above a stage further by adding a monetary value to the outcomes of interventions, in order to make a direct comparison with the *inputs*.

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²⁴ This table of definitions is based on a piece of work in Best Behaviour: *Shared Learning from the West Midlands on Anti-Social Behaviour and Young People*. Government Office for the West Midlands and the National Youth Agency

Appendix 1

It is important to monitor and evaluate because it:

- Helps to build an evidence base of what is needed.
- Can be used to make improvements and track progress.
- Can help young people and others to see how improvements are being made.
- Can show how money is spent in a local area and how existing resources are being used.
- Can help others to set up similar projects in their own areas.
- Can show how the work of agencies and services is meeting the needs of children and young people (accountability).

Whilst agencies can be responsible themselves with the active help of young people to undertake routine monitoring and evaluation, much can be gained from commissioning an external body to evaluate progress. Scrutiny by an independent agent can help to establish and validate success and can aid the promotion of the work to assist practice developments elsewhere.

Impact Issues

It is important to remember that the impact of new approaches can have initial positive and negative consequences. For example, if the project is successful at providing opportunities for young people to get involved in a range of activities and the community itself can see that in response to their concerns about nuisance or anti-social behaviour that something positive is happening, you might see an increase in levels of reporting. This would not in itself mean that incidents of nuisance or anti-social behaviour were increasing rather than reflect the extent to which public confidence in services is being raised. The only way to record with some accuracy how anti-social behaviour is being decreased is to monitor progress over a number of years rather than a number of months.

As a result of implementing a new approach or project you could expect to see:

- more reporting on nuisance, anti-social behaviour and offending.
- more preventative, educative and diversionary activities in place.
- greater levels of participation by children and young people.
- greater levels of participation by family members.
- greater levels of participation by parents and carers.
- greater community confidence that their neighbourhood is a safer place in which to live.
- improvements to the physical environment.
- economic regeneration.
- increasing levels of community satisfaction.
- improvements in the quality of life experienced by children and young people and other members of the community.
- less scapegoating of young people.
- reductions in alcohol and substance misuse.
- decrease in organised drug dealing.
- improvements in the quality of life experienced across the community.
- more young people demonstrating active citizenship.

There are a variety of existing processes and performance management tools, for example, the Self Assessment Audit Tool, that are used by agencies in relation to their own practice. In deciding upon how to monitor and evaluate progress it will be important to reflect upon the implications contained within the Children Act 2004 and the move towards joint inspection, quality assurance and evaluation processes and structures.

The United Nations Convention on the Rights of the Child²⁵

- Article 1** – Everyone under 18 years of age has all the rights in this Convention.
- Article 2** – The Convention applies to everyone whatever their race, religion, abilities, whatever they think or say and whatever type of family they come from.
- Article 3** – All organisations concerned with children should work towards what is best for each child.
- Article 4** – Governments should make these rights available to children.
- Article 5** – Governments should respect the rights and responsibilities of families to direct and guide their children so that, as they grow, they learn to use their rights properly.
- Article 6** – All children have the right to life. Governments should ensure that children survive and develop healthily.
- Article 7** – All children have the right to a legally registered name, the right to a nationality and the right to know and, as far as possible, to be cared for by their parents.
- Article 8** – Governments should respect children’s right to a name, a nationality and family ties.
- Article 9** – Children should not be separated from their parents unless it is for their own good, for example if a parent is mistreating or neglecting a child. Children whose parents have separated have the right to stay in contact with both parents, unless this might hurt the child.
- Article 10** – Families who live in different countries should be allowed to move between those countries so that parents and children can stay in contact or get back together as a family.
- Article 11** – Governments should take steps to stop children being taken out of their own country illegally.
- Article 12** – Children have the right to say what they think should happen, when adults are making decisions that affect them, and to have their opinions taken into account.

- Article 13** – Children have the right to get and to share information as long as the information is not damaging to them or to others.
- Article 14** – Children have the right to think and believe what they want and to practise their religion, as long as they are not stopping other people from enjoying their rights. Parents should guide their children on these matters.
- Article 15** – Children have the right to meet together and to join groups and organisations, as long as this does not stop other people from enjoying their rights.
- Article 16** – Children have a right to privacy. The law should protect them from attacks against their way of life, their good name, their families and their homes.
- Article 17** – Children have the right to reliable information from the mass media. Television. radio and newspapers should provide information that children can understand, and should not promote materials that could harm children.
- Article 18** – Both parents share responsibility for bringing up their children, and should always consider what is best for each child. Governments should help parents by providing services to support them, especially if both parents work.
- Article 19** – Governments should ensure that children are properly cared for, and protect them from violence, abuse and neglect by their parents or anyone else who looks after them.
- Article 20** – Children who cannot be looked after by their own family must be looked after properly, by people who respect their religion, culture and language.
- Article 21** – When children are adopted the first concern must be what is best for them. The same rules should apply whether the children are adopted in the country where they were born or taken to live in another country.
- Article 22** – Children who come into a country as refugees should have the same rights as children born in that country.

²⁵ *From Children and Young People: Rights to Action*. Welsh Assembly Government, 2002, which adapted from a leaflet produced by Save the Children, CEWC-CYMRU and UNICEF

Appendix 2

Article 23 – Children who have any kind of disability should have special care and support so that they can lead full and independent lives.

Article 24 – Children have the right to good quality health care and to clean water, nutritious food and a clean environment so that they will stay healthy. Rich countries should help poorer countries achieve this.

Article 25 – Children who are looked after by their local authority rather than their parents should have their situation reviewed regularly.

Article 26 – The Government should provide extra money for the children of families in need.

Article 27 – Children have the right to a standard of living that is good enough to meet their physical and mental needs. The Government should help families who cannot afford to provide this.

Article 28 – Children have a right to an education. Discipline in schools should respect children’s human dignity. Primary education should be free. Wealthy countries should help poorer countries achieve this.

Article 29 – Education should develop each child’s personality and talents to the full. It should encourage children to respect their parents, and their own and other cultures.

Article 30 – Children have a right to learn and use the language and customs of their families, whether these are shared by the majority of people in the country or not.

Article 31 – All children have a right to relax and play, and to join a wide range of activities.

Article 32 – The Government should protect children from work that is dangerous or might harm their health or their education.

Article 33 – The Government should provide ways of protecting children from dangerous drugs.

Article 34 – The Government should protect children from sexual abuse.

Article 35 – The Government should make sure that children are not abducted or sold.

Article 36 – Children should be protected from any activities that could harm their development.

Article 37 – Children who break the law should not be treated cruelly. They should not be put in prison with adults and should be able to keep in contact with their families.

Article 38 – Governments should not allow children under 15 to join the army. Children in war zones should receive special protection.

Article 39 – Children who have been neglected or abused should receive special help to restore their self-respect.

Article 40 – Children who are accused of breaking the law should receive legal help. Prison sentences for children should only be used for the most serious offences.

Article 41 – If the laws of a particular country protect children better than the articles of the Convention, then those laws should apply.

Article 42 – The Government should make the Convention known to all parents and children.

The Seven Core Aims²⁶
The Assembly Government has adopted the UN Convention on the Rights of the Child as the basis of all its work for children and young people. They have translated this into seven core aims through which they will work to ensure that all children and young people:

Have a Flying Start in Life (Core Aim 1)

Intended outcomes:
Children (0 –3) to be able to develop to their maximum potential in:

- Health and physical development
- Learning and intellectual development
- Social and emotional development

Have a Comprehensive Range of Education Training and Learning Opportunities (Core Aim 2)

Intended outcomes:
Children and young people are motivated and able to develop and acquire necessary educational and training skills, including a sound foundation for learning.
All children and young people motivated and able to develop and acquire necessary personal and social skills.
Children and young people able to receive education in the medium of Welsh.

- Improved educational outcomes for:**
- Black and minority ethnic pupils particularly those for whom English is a second language, including Travellers.
 - Pupils with Special Educational Needs.
 - Pupils who are looked after.

Enjoy the Best Possible Health, Free from Abuse, Victimisation and Exploitation (Core Aim 3)

Intended outcomes:
Improved quality and equity of health and social care services for all children and young people.
Improved treatment and prevention outcomes for children and young people who are or may become mentally ill.
Improved child protection outcomes.
Quality of practice meeting needs of BME communities.
Healthy options are available to children and young people, and they choose them in respect of:

- Smoking cessation
- Diet
- Exercise
- Sexual health behaviour

Have Access to Play, Leisure, Sporting and Cultural Activities (Core Aim 4)

Intended outcomes:
Increased levels of and access to provision.
To improve the social well being and personal development of children and young people across Wales.
Increased opportunities for involvement of young people in a range of activities in their language of choice.
Improved access to provision through increase in transport provision and improved affordability.
Increased access to and opportunities for participation in cultural experiences.

²⁶ Welsh Assembly Government: *Children and Young People: Rights to Action*. January 2004

Appendix 3

Are Listened to, Treated with Respect and have their Race and Cultural Identity Recognised (Core Aim 5)

Intended outcomes:

Organisations and adults take the opinions and views of all children and young people into account when decisions are made that affect them.

Children and young people are empowered and progress to active citizenship.

Improved advocacy service to be available to children and young people in Wales.

Have a Safe Home and a Community which supports Physical and Emotional Well-Being (Core Aim 6)

Intended outcomes:

To reduce incidence of crime, racial and sexual harassment and bullying, and provide support to victims.

To increase availability of warm and safe homes and safe communities for children and young people

Are not Disadvantaged by Poverty (Core Aim 7)

Intended outcome:

To reduce the numbers of children and young people living in poverty.

The Ten Entitlements²⁷

Every young person in Wales aged 11 – 25 has a basic entitlement to:

- Education, training and work experience – tailored to their needs
- Basic skills which open doors to a full life and promote social inclusion
- A wide and varied range of opportunities to participate in volunteering and active citizenship
- High quality, responsive and accessible services and facilities
- Independent, specialist careers advice and guidance and student support and counselling services
- Personal support and advice where and when needed and in appropriate formats – with clear ground rules on confidentiality
- Advice on health, housing benefits and other issues provided in accessible and welcoming settings
- Recreational and social opportunities in a safe and accessible environment
- Sporting, artistic, musical and outdoor experiences to develop talent, broaden horizons and promote rounded perspective including national and international contexts
- The right to be consulted, to participate in decision-making and to be heard, on all matters which concern them or have an impact on their lives

In an environment where there is:

- A positive focus on achievement overall and what young people have to contribute
- A focus on building young people's capacity to become independent, make choices, and participate in the democratic process; and
- Celebration of young people's successes

²⁷ The National Assembly for Wales: *Extending Entitlement: supporting young people in Wales*. September 2000

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