POSITIVE ACTIVITIES FOR YOUNG PEOPLE

NATIONAL EVALUATION

FINAL REPORT

Positive Activities for Young People: National Evaluation

Final Report

Submitted to:
Christine Manewell
Department for Education and Skills
Moorfoot
SHEFFIELD S1 4PQ

Submitted by:
CRG Research Limited
25 Cathedral Road
CARDIFF CF11 9TZ

Tel: 029 2034 3218
Email: consult@crgresearch.co.uk
Web: www.crgresearch.co.uk

Table of Contents

Executive Summary i
Introduction i
Key Findings iii
Conclusions iv
1. Introduction 1
1.1 Background 1
1.2 Policy Context 4
1.3 Structure of PAYP 8
1.4 Methodology 10
1.5 Key Findings 12
1.6 Structure of the Report 13
2. Impact of PAYP 15
2.1 Overview 15
2.2 Impact on Young People 15
Demographics 15
Outcomes 17
2.3 Impact on Partnership Working 36
3. Management of the Programme 40
3.1 Regional 40
Role of Government Office 41
Funding 42
3.2 Local 43
PAYP Management Information System 45
4. Targeting and Recruitment 47
4.1 Targeting 47
Targeted versus Open Programme 50
4.2 Recruitment 51
4.3 Targeting and Recruitment Good Practice 55
Awareness 55
Quality of information 56
Additional Targeting and Recruitment Good Practice 56
5. Key Working 58
5.1 Overview 58
5.2 Recruitment and Training 59
5.3 Key Worker Role 61
5.4 Key Working Process 66
5.5 Benefits of the Key Worker Role 67
5.6 Key Worker Good Practice 69
6. Activities 70
6.1 Overview 70
6.2 Activity Planning and Procurement 70

6.3 Quality and Range of Provision 72
6.4 Activities Good Practice....76
7. UProject 78
7.1 Introduction....78
7.2 Evaluation Methodology 79
7.3 Findings....80
Planning and Management of UProject....80
Activities 82
Targeting & Referral 83
Support and Guidance....84
Outcomes 85
Summary 89
8. PAYP and Future Prevention Strategies....91
Prevent and Deter 91
Every Child Matters 92
Youth Matters 99
Respect Action Plan 100
Local Area Agreements....100
9. Conclusions....102
Appendix A....105

List of Tables

Table 1: LDAs in the National Evaluation Sample. 10
Table 2: Young Person Summary 2003-2006. 15
Table 3: Young Person Summary by Gender as percentage 2003-2006. 16
Table 4: Young Person Summary by Age as percentage 2003-2006. 16
Table 5: Participants' Ethnicity by Age 2003-2006. 16
Table 6: PAYP MI Outcome Categories. 18
Table 7: Participants' Outcomes by Category. 18
Table 8: Participants' Last Outcome by Category. 19
Table 9: Last Outcome for Key Worked and Non-Key Worked Young People 2003-2006. 19
Table 10: Changes in YOT cohort offending after starting PAYP. 21
Table 11: Changes in YOT cohort total gravity scores after starting PAYP. 22
Table 12: Participants' Referral Method 2003-2006 52
Table 13: At Risk Categories for PAYP and Other Key Worked Young People 2003-2006 53
Table 14: Activity Category Summary 2003-2006 74
Table 15: LDAs in UProject Evaluation Sample 79
Table 16: GO Regions UProject Outcomes 2005* 85
Table 17: Young Person Summary by Gender 2003-2006 106
Table 18: Young Person Summary by Age Range 2003-2006 106
Table 19: Participants' Ethnicity by Gender 2003-2006 106
Table 20: Participants' Ethnicity by Age 2003-2006 107
Table 21: Participants' Outcomes by Gender 2003-2006 107
Table 22: Participants' Outcomes 2003-2006 107
Table 23: Participants' Outcome by Gender 2003-2006 108
Table 24: PAYP Young People Questionnaire - Some young people are less likely to get into trouble. 109
Table 25: About PAYP outcomes - Some young people are attending school or college more often. 109
Table 26: About school or college - Some young people attend almost all the time. 109
Table 27: About school or college - Some young people get into trouble at school. 109
Table 28: About school or college - Some young people enjoy learning. 109
Table 29: Overall how would you rate the activities you have been involved in? 110
Table 30: About PAYP - Some young people have really enjoyed the activities. 110
Table 31: About PAYP outcomes - Some young people have got new interests. 110
Table 32: About PAYP outcomes - Some young people are getting involved in activities outside PAYP. 110
Table 33: About PAYP outcomes - Some young people have joined sports clubs or arts clubs/projects. 110

Table 34: About PAYP outcomes - Some young people have go on better with adults. 111
Table 35: About PAYP outcomes - Some young people have more confidence. 111
Table 36: About PAYP outcomes - Some young people feel better about themselves. 111
Table 37: About PAYP outcomes - Some young people have made new friends. ..111
Table 38: About PAYP outcomes - Some young people have learnt new skills. 111
Table 39: Participant's Last Outcome by Age 2003-2006. 112
Table 40: Activity Category by Gender 2003-2006 113
Table 41: Brent UProject Outcomes 2005 113

Executive Summary

Introduction

i. Positive Activities for Young People (PAYP) a three year (April 2003 - March 2006) multi-departmental programme for young people 'at risk' aged 8-19 years, was officially launched by the Minister for the Arts Estelle Morris on 15th July 2003.

ii. PAYP was launched in response to growing concerns over high levels of youth crime. A 2003 MORI Youth Survey[1] estimated that a quarter of 10-17 year olds in England and Wales had committed a criminal offence of some kind in the previous 12 months, and that 43% of boys and 33% of girls committed their first offence before they were 11 years old. The statistics also showed that young people experienced, and continue to experience, a disproportionately high risk of coming into contact with the criminal justice system, both as a perpetrator, and as a victim of crime.

iii. PAYP was a multi-department Government programme that replaced a number of separate Summer Activity Programmes run by different Government departments. The departments that participated in PAYP were: Department for Culture Media and Sport (DCMS), Department for Education and Skills (DfES), Home Office (HO), Regional Co-ordination Unit[2] (RCU), and two executive non-departmental bodies the Big Lottery Fund (BLF) and the Youth Justice Board (YJB). A 'single funding pot' was created by combining the funding streams of the previous Summer Activity programmes, and was contributed to by three of the participating departments, BLF, DfES and HO, with the lion's share provided by BLF and DfES. The total budget allocated to PAYP over the three years was £124.5m.

iv. PAYP was a targeted programme, aimed at those young people aged 8-19 years most at risk of social exclusion, committing crime or being a victim of crime. Unlike previous Summer Activity Programmes, PAYP was designed to be a year-round programme, providing participating young people a range of diversionary and developmental activities during the holiday periods which would hopefully encourage them to engage in 'mainstream' i.e. non-PAYP funded activities, during term time.

[1] MORI. (2003). *Youth Survey*. London: Youth Justice Board.
[2] A cross-departmental unit located within the Department for Communities and Local Government.

v. The aim of PAYP was to provide diversionary activities that enabled young people across the country aged 8-19, at risk of social exclusion and community crime to:

- Participate in positive activities during the school holidays.
- Access out of school activities throughout the year.
- Be supported to engage in learning and/or employment with Key Worker support for those most at risk.

vi. Seven key objectives were set for PAYP, which were to:

- Reduce crime and anti-social behaviour in the short term and long term.
- Support young people back into education or training and help them stay there, by working with those at risk of truancy.
- Ensure that young people are supported as they move from primary to secondary school.
- Provide access to high-quality arts, sports and cultural activities, and make provision for those with an interest and/or talent in any area to continue after the programme has ended.
- Bring together young people from different geographical and ethnic communities to help break down prejudice and misunderstanding.
- Give young people opportunities for personal development including the development of self-discipline, self-respect and self-confidence enabling them to communicate more affectively with a range of people and work effectively in a team.
- Encourage young people to contribute to their communities through volunteering and active citizenship.

vii. Delivery of PAYP was via a network of 52 Lead Delivery Agencies (LDAs), Lead Delivery Partners (LDPs) and Activity Providers (APs) across the country. LDAs were responsible for delivery of PAYP locally, contracting with LDPs and APs to provide Key Worker support and activities to young people on PAYP.

viii. A layer of regional oversight of PAYP was provided by nine Regional Managers based in Government Offices (GO) across the nine GO regions. Regional Managers were tasked with taking appropriate action to ensure the programme was delivered and monitored in line with the programme specification, acting as a conduit for information on delivery and performance with providers.

ix. CRG Research Ltd were awarded the contract to evaluate PAYP in June 2003. A representative sample of 22 LDAs was selected to form the evaluation sample. As part of the evaluation interviews were held with representatives from the sponsoring departments, staff from LDAs, LDPs, Activity Providers and young people themselves.

Key Findings

x. PAYP was viewed by participating agencies as being successful, delivering a targeted programme to a hard to engage client group, and in doing so achieved a range of positive outcomes for participating young people e.g. contributing to reductions in criminal and anti-social behaviour, supporting young people back into education, and offering opportunities for personal development. Without appropriate comparison groups we cannot isolate the impact of PAYP from the raft of other initiatives, crime, educational *etc*, with similar aims that were in place at the same time as PAYP, we are therefore unable to determine to what extent any changes may be due to the affect of PAYP, and PAYP alone.

xi. Approximately 290,000 young people participated in PAYP between 2003 and 2006, of which 85% met the 'at risk' criteria set for the programme, and 39% received Key Worker support.

xii. Over 2.7 million activities[3] were recorded on the PAYP Management Information system (MIS) for the period 2003-2006. PAYP successfully delivered a wide range of diversionary and developmental activities including sport arts, music, educational, recreational, and outdoor activities.

xiii. Recorded outcomes on the MIS were available for 32% of all participating young people, and 38% of Key Worked young people (PAYP Key Worked and Other Key Worked). 88% of recorded outcomes for the young people that participated on PAYP were positive, only 5% were negative, with the remainder classed as a neutral outcome (e.g. moved out of area).

xiv. The short-lead in time to the commencement of PAYP impacted negatively upon the delivery of PAYP in the first year. LDAs struggled in some areas to recruit key staff such as Key Workers, and to source suitable activity provision in time.

xv. A degree of confusion was evident in Year 1 at the LDA level as to which young people were eligible to take part in PAYP. Clarification towards the

[3] The PAYP MIS recorded an activity incidence for every young person taking part in that activity, i.e. an activity with eight young people taking part would be recorded eight times on the PAYP MIS.

end of Year 1 saw, a tighter more targeted approach adopted in Years 2 and 3.

xvi. An under populated MIS and a lack of clear project management from the centre in Year 1 hampered the delivery of PAYP initially. The move from the Operational Steering Group (OSG) to the Operational Management Group (OMG), improvements in MIS data, and the introduction of performance reviews ensured that subsequent decisions as to the direction and management of PAYP were more informed, improving overall management of the programme.

xvii. The flexibility given to LDAs saw a number of different delivery models employed in response to the varying needs and resources available locally. Variation between the models was found to focus in the main on how and where Key Workers were employed, and the length of the supply chain with regard to activity provision.

xviii. The Key Worker role was central to the success of PAYP, providing an inter-agency link as well as a link between the young person and local agencies in general. The pastoral support offered to young people by Key Workers facilitated engagement and was crucial in helping the young people reach a stage where they were both capable and willing to engage.

xix. Benefits from PAYP were seen beyond young people, with partner agencies reporting improvements in capacity, business processes, partnership working, and their own service delivery.

xx. The move towards a targeted, partnership and evidence based approach to service delivery was seen as advantageous, in that it has helped prepare agencies for the introduction of Local Area Agreements and Children's Trusts.

Conclusions

xxi. The decision to consolidate the previously separate Summer Activity programmes run by different Government Departments was always going to be a challenging one, not least because of the size of the resulting programme. In addition, different Departmental perspectives as to how 'at risk' should be defined[4] inevitably impacted upon the design and implementation of PAYP in the early stages of PAYP.

[4] For example, YJB sees those at most risk as being those already in the Criminal Justice System – current offenders who are at risk of re-offending and drifting inexorably into a life of crime, while DfES view 'at risk' to encompass risk of disengagement from education,

xxii. Not all the Departments within the stakeholder group had a background of running targeted youth crime programmes, which was exemplified by the setting of targets for the programme which were at best, challenging, at worst unrealistic (e.g. the expectation that a young person on PAYP should be engaged for 30 hours per week). A degree of naivety regarding the proposed client group was also apparent in that the outcome measures employed for PAYP focused on the whole on quantitative outcomes or 'final' outcomes, which failed to take into account the often intensive work required to get a young person to a stage where they were ready to even begin to work towards an outcome.

xxiii. While the overall aims and objectives of PAYP were correct, not enough consideration was given as to how the achievement of the outcomes could be evidenced, bearing in mind the design and nationwide rollout of PAYP (e.g. the availability of suitable crime data to support claims that PAYP had helped reduce crime and anti-social behaviour).

xxiv. Issues were also identified with regard to the original management structure of PAYP (see paragraph 1.23.1.1) which impacted upon the lead-in time available to set PAYP up locally, and the clarity of the guidance made available to LDAs. Although later addressed through the setting up of the OMG and a number of ancillary measures, the effects were profound (delays in recruiting Key Workers and local Activity Providers, and confusion over whether PAYP was an open or targeted programme), and were still felt by many LDAs late into Year 2 of the programme. As a result, PAYP was perceived by Government Office staff not directly involved with PAYP as being a programme that was performing poorly, a perception that it struggled to lose.

xxv. A key issue was the communication of a clear exit strategy for PAYP bearing in mind the move to Local Area Agreements (LAAs). The DfES argued that considerable time was spent discussing an exit strategy with partner departments and GO Team Leaders and Regional Managers, with final decisions agreed with Ministers and disseminated in November 2005. Specific transition meetings were also convened to discuss the future of PAYP in August 2005, effectively providing 10 months for Regional Managers to plan provision for 2006. However, despite the efforts of the DfES, a small number of OMG members voiced concern that an exit strategy was not adequately discussed, and that greater clarity over the future of PAYP was required. LDAs reported experiencing some delays in receiving clarification over exit strategies, and as a consequence of this uncertainty

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employment or training, making young people with a history of near or actual exclusion or truancy a major legitimate target.

delivery arrangements were negatively impacted at the LDA level, with LDAs losing staff and unable to finalise contracts with Activity Providers etc. In the view of the DfES, an exit strategy was communicated and done so in a timely manner, and any subsequent confusion that arose was due to the differing expectations of the content of the exit strategy, rather than a failure to communicate an exit strategy.

xxvi. However, despite the issues identified above, as measured against the programmes aims and objectives, PAYP has been a success, although one with a steep learning curve. Over 290,000 young people across the country, of whom 85% were aged 8-19 and at risk of social exclusion and community crime, were able to participate in a range of positive activities during the school holidays, and throughout the year. With Key Worker support made available to those most at risk to assist them in engaging in learning and/or employment.

xxvii. In more detail, the PAYP MI data and anecdotal evidence supports the premise that participation in PAYP contributed to reductions in the criminal and anti-social behaviour of the young people. With similar data to support the positive impact of PAYP on supporting young people back into education and training.

xxviii. Access was provided to high quality sports, arts and cultural activities, which in combination with the support of Key Workers/PAs, offered young people opportunities to engage positively with their communities, breakdown barriers and to develop as a person.

xxix. Two elements contributed significantly to the success of PAYP, the introduction of the Key Worker role, and the flexibility built into the programme to allow LDAs to shape the programme as they saw fit to deliver PAYP locally, as due to the wide range of local issues thrown up by the nationwide rollout of PAYP, a 'one size fits all' approach would not have been appropriate. The inclusion of GOs within the management of PAYP provided much needed local and regional knowledge, while also allowing access to existing partnership arrangements, that had been put in place by GOs. Where Key Workers were used effectively they provided the hub around which PAYP could be built. Key Workers offered a link between agencies - aiding partnership working, and also a link between the young person and relevant agencies. But more importantly in relation to PAYP's target client group, the Key Worker was the support mechanism and catalyst that enabled the young people to take part in PAYP and change their lives.

xxx. PAYP has therefore helped to highlight the issues faced by the NEET cohort (not in education, employment or training), and offers an effective model to

engage this cohort while addressing their needs through Key Worker support. PAYP has also drawn attention to the need to look beyond the young person when working with young people 'at risk', and instead consider what additional family issues need to be addressed if the intervention with the young person is to be successful.

xxxi. In addition to the direct benefits to participating young people, a number of ancillary benefits from PAYP were also identified. In particular, PAYP was thought to have: fostered greater partnership working at all levels (Departmental, within GOs, and at Local Authority level), engaged successfully with the voluntary sector, honed operating practices, supported capacity building, and helped organisations move towards a more evidence based approach to service delivery. The above developments are timely with the move towards LAAs/Children's Trusts and the recognition by Government that many of the issues faced by society today can not be solved by isolated approaches, but instead require a more holistic approach which can only be achieved by partnership working and buy-in at a local level.

1. Introduction

1.1 Background

1.1.1 In 2003 high levels of youth crime had increasingly become a cause for concern, with a 2003 MORI Youth Survey[1] estimating that a quarter of 10-17 year olds in England and Wales had committed a criminal offence of some kind in the previous 12 months, and that 43% of boys and 33% of girls committed their first offence before they were 11 years old. The statistics also showed that young people experienced, and continue to experience, a disproportionately high risk of coming into contact with the criminal justice system, both as a perpetrator, and as a victim of crime.[2]

1.1.2 Research on offending and re-offending patterns[3] has also indicated that the earlier a male offender receives their first conviction, the greater the likelihood that they will re-offend.[4] But in the main, criminal careers tend to be short-lived, with the majority of offenders being convicted only once.[5] However, a small percentage of people do go on to become persistent offenders, accounting for a large proportion of all crime committed. Research by the Home Office has estimated that 3% of young offenders were responsible for over a quarter of all youth crime.[6]

1.1.3 As well as concerns over youth crime, antisocial behaviour was very much in the public eye. The 1998 Crime and Disorder Act[7] formally recognised the deleterious impact of antisocial behaviour upon communities, defining it as *"actions carried out by an individual/s in a manner which caused, or was likely to cause, alarm, distress or harassment to one or more people not in the same household"*. As a result of the introduction of the 1998 Crime and Disorder Act, elements of normal youth social interaction, such as 'hanging around' street corners, were often wrongly perceived by other people as either engagement in criminal activity or antisocial behaviour.

[1] MORI. (2003). *Youth Survey*. London: Youth Justice Board.
[2] Social Exclusion Unit. (2000). *National Strategy for Neighbourhood Renewal: Report of Policy Action Team 12: Young People.* London: Cabinet Office.
[3] Farrington, D.P. (1992). 'Criminal career research in the United Kingdom', in *British Journal of Criminology, Vol. 32 (4), pp. 521-536*.
[4] Hine, J., and Celnick, A. (2001). *A One Year Reconviction Study of Final Warnings.* Sheffield: University of Sheffield.
[5] Farrington, D.P. (1992). *Op. cit*.
[6] Graham, J. and Bowling B. (1995). *Young People and Crime*. Home Office Research Study 145. London: Home Office.
[7] http://www.opsi.gov.uk/acts/acts1998/19980037.htm

1.1.4 Efforts to tackle antisocial behaviour were further advanced with the introduction of the 2003 Antisocial Behaviour Act.[8] The Act placed legal obligations on parents of children considered to be exhibiting antisocial behaviour through a number of measures e.g. parenting contracts, and the requirement for courts making an Anti-social Behaviour Order (ASBO) against a person under 16 years to also make a Parenting Order against the child's parents. The Act also impacted directly on young people through provisions for Dispersal of Groups powers (the removal of a person under 16 years to their place of residence after 9pm), Curfew Orders (the ability for courts to require a child offender to remain within a designated location, usually their home, for a defined time period e.g. between the hours of 8pm to 6 am), and Supervision Orders (providing courts with the power to require a child offender to live for a period of up to 12 months with local authority foster parents).

1.1.5 Young people therefore were increasingly being perceived as problematic and separate to their local community, and this in turn led to an awareness that more needed to be done to engage young people and offer alternatives to congregating on street corners. In addition, evidence from a study by the Audit Commission (2004)[9] suggested that key to the successful tackling of youth crime was targeted and well-managed early intervention.

1.1.6 In light of the above, and building upon the success of previous summer activity and community based programmes[10], Positive Activities for Young People (PAYP) was officially launched by the Minister for the Arts Estelle Morris on 15th July 2003. PAYP was a three year (April 2003 - March 2006) multi-departmental programme for young people aged 8-19 years.

1.1.7 Prior to PAYP a number of separate programmes for young people, with similar aims and objectives were run, often concurrently, by various Government departments. PAYP replaced a number of these programmes (i.e. Connexions Summer Plus, Splash, Splash Extra and Community Cohesion Pathfinders Programme), and through a pooling of funding streams helped move towards a more holistic delivery service for young people. The total budget for PAYP over the three years it was run was £124.5m (£36.4m in 2003/04, £44.7m in 2004/05, and £43.4m in 2005/06).

1.1.8 The departments that participated in PAYP were: Department for Culture Media and Sport (DCMS), Department for Education and Skills (DfES),

[8] http://www.opsi.gov.uk/acts/acts2003/20030038.htm

[9] Audit Commission. (2004). *Youth Justice 2004: A review of the reformed youth justice system.* London: Audit Commission.

[10] For example, Connexions Summer Plus, Splash, Splash Extra, Uproject, and Community Cohesion Pathfinders Programme.

Home Office (HO), Regional Co-ordination Unit[11] (RCU), and two executive non-departmental bodies the Big Lottery Fund[12] (BLF) and the Youth Justice Board (YJB). A 'single funding pot' was created, contributed to by three of the participating departments, BLF, DfES and HO, with the lion's share provided by BLF and DfES.

1.1.9 Delivery of PAYP was year-round but structured around school holidays, with the intention to provide participating young people a range of diversionary and developmental activities during the holiday periods which would hopefully encourage them to engage in 'mainstream' i.e. non-PAYP funded activities, during term time.

1.1.10 A key feature of PAYP was the decision to make the programme a targeted one, rather than a universal open access programme. Young people that were eligible to participate in PAYP were defined as those young people aged 8-19 years most at risk of social exclusion, committing crime or being a victim of crime.

1.1.11 The aim of PAYP was to provide developmental and diversionary activities from April 2003 to March 2006 so that young people across the country aged 8-19, at risk of social exclusion and community crime, were able to:

- Participate in positive activities during the school holidays.
- Access out of school activities throughout the year.
- Be supported to engage in learning and/or employment with key worker support for those most at risk.

1.1.12 These aims in turn led to seven key objectives for PAYP, which were to:

i. Reduce crime and anti-social behaviour in the short term and long term.
ii. Support young people back into education or training and help them stay there, by working with those at risk of truancy.
iii. Ensure that young people are supported as they move from primary to secondary school.
iv. Provide access to high-quality arts, sports and cultural activities, and make provision for those with an interest and/or talent in any area to continue after the programme has ended.
v. Bring together young people from different geographical and ethnic communities to help break down prejudice and misunderstanding.

[11] A cross-departmental unit located within the Department for Communities and Local Government.
[12] At the time of the PAYP launch the Big Lottery Fund were called the New Opportunities Fund.

vi. Give young people opportunities for personal development including the development of self-discipline, self-respect and self-confidence enabling them to communicate more affectively with a range of people and work effectively in a team.

vii. Encourage young people to contribute to their communities through volunteering and active citizenship.

1.2 Policy Context

1.2.1 The impetus behind PAYP was a policy desire to tackle youth crime and address the needs of young people, as exemplified by the Street Crime Initiative in 2002 and the 2003 Green Paper *Every Child Matters*.[13]

1.2.2 The Street Crime Initiative was introduced to reduce robbery by providing additional resources (£24M per year in the first two years) to 10 out of the 43 police forces in England and Wales. The Street Crime Initiative developed a partnership approach with multiple agencies, addressing a number of different crime prevention strands: police and criminal justice mechanisms (to incapacitate and deter offenders); social interventions; individual treatments (e.g. trying to reduce drug dependency); and situational mechanisms (increasing the risk and effort for crime, and reducing the potential rewards for such behaviour).

1.2.3 While the Green Paper *Every Child Matters* was produced in response to the tragic death of Victoria Climbié. In *Every Child Matters* the Government proposed a range of measures to *"reform and improve children's care… to maximize the opportunities open to them – to improve their life chances, to change the odds in their favour"*.[14]

1.2.4 The measures proposed in *Every Child Matters* to reform and improve children's care services can be summarised under four key themes.[15]

1. Supporting families and carers.
2. Ensuring necessary intervention before children reach crisis point and protecting children from falling through the net.
3. Addressing underlying problems such as weak accountability and poor services integration.

[13] HM Treasury. (2003). *Every Child Matters*. Norwich: The Stationery Office.
[14] *Ibid*, pp. 1-2.
[15] McCarthy, P., Laing, K., and Walker, J. (2004). *Research Report No. 545: Offenders of the Future? Assessing the Risk of Children and Young People Becoming Involved in Criminal or Antisocial Behaviour.* London: Department for Education and Skills. p. 5.

4. Ensuring that people working with children are trained, valued and rewarded.

1.2.5 A three-pronged approach was suggested to address the support for families and carers. Firstly, the introduction of new, and the development of existing universal services, such as: schools, health services, childcare and advice services (e.g. a national helpline) to support and inform parents. Secondly, the provision of targeted and specialist support for parents of children requiring additional support (e.g. home visiting programmes, parent education programmes, and family mediation services). Thirdly, in recognition of the fact that some parents may be harder to engage, or through their own behaviour either condone, or facilitate their children's undesirable behaviour, use of compulsory Parenting Orders to compel parents to meet their responsibilities.

1.2.6 The Green Paper recognised that if further tragedies on the scale of Victoria Climbié are to be prevented, then service delivery to children, young people and their carers needed to move away from an emphasis on intervention at points of crisis, and focus more on helping every child and young person to reach their potential. *Every Child Matters* recommended the adoption of an approach that looked to engage children, families, communities and public services so that they work towards shared sets of goals, rather than narrow contradictory objectives. As such, a number of procedural changes were proposed to ensure appropriate early intervention e.g., better information sharing between agencies; the establishment of a common assessment framework; the introduction of lead professionals to take the lead on cases where the client is known to more than one specialist agency; creation of multi-disciplinary teams responsible for identifying children at risk; co-location of services in schools, Sure Start Children's Centres and primary care settings; and ensuring that child protection services are not separate from the support offered to families, but part of the spectrum of help and support provided.

1.2.7 To address the identified issues of weak accountability and poor integration *Every Child Matters* recommended that legislation be passed to create the post of a Director of Children's Services, who would be accountable for local authority education and children's services. In addition, key services (e.g. Social Services, Connexions and Youth Offending Teams) to be integrated under the Director of Children's Services as part of Children's Trusts. While on a national level, a new ministerial role, Minister for Children, Young People and Families, was created.

1.2.8 The fourth theme, workforce reform, looked to ensure that children and young people's services are delivered by appropriate professionals, with the

skills and experience required to deliver an effective service. Proposals here included: a workforce reform strategy to review skills, rewards and incentives; more flexible and attractive training routes; common occupational standards linked to modular qualifications to allow workers to move between jobs more easily; and a leadership development programme to foster high calibre leadership.

1.2.9 In addition to the proposals in *Every Child Matters* to address service delivery to children and young people, *Every Child Matters* also highlighted those elements within a child and young person's life that were deemed necessary to enable them to reach their potential, arguing that this potential can be best achieved by working towards five key outcomes that *"really matter"*, defined as:[16]

- **Being healthy:** enjoying good physical and mental health and living a healthy lifestyle.
- **Staying safe:** being protected from harm and neglect and growing up able to look after themselves.
- **Enjoying and achieving:** getting the most out of life and developing broad skills for adulthood.
- **Making a positive contribution:** to the community and to society and not engaging in anti-social or offending behaviour.
- **Economic well-being:** overcoming socio-economic disadvantages to achieve their full-potential in life.

1.2.10 The Green Paper argued that the five outcomes listed above, would not only benefit the immediate generation of young people, but future generations and society as a whole, as the cycle of deprivation is broken – children of parents who experienced poverty are more likely to experience poor outcomes themselves in comparison to their peers.

> *"Society as a whole benefits through reduced spending on problems that can be avoided through maximising the contribution to society of all citizens. For instance a child with a conduct disorder at age 10 will cost the public purse around £70,000 by age 28 – up to ten times more than a child with no behavioural problems."*[17]

1.2.11 Behind the Green Paper's recommendation to move towards a more preventative stance rather than a reactive one, is a body of research on the impact of a number of antecedents that are thought to contribute towards an increased risk of anti-social behaviour and offending (e.g. Graham and

[16] HM Treasury. (2003). *Op cit.* p.14.
[17] *Ibid*, p.14.

Bowling, (1995);[18] Farrington, (1996);[19] Bynner, (1999);[20] and Youth Justice Board, (2001)[21]).

1.2.12 Negative 'risk factors' include:[22]

- Low income and parental unemployment.
- Homelessness.
- Poor parenting.
- Poor schooling.
- Post-natal depression among mothers.
- Low birth weight.
- Substance misuse.
- Individual characteristics such as low intelligence and cognitive impairment.
- Community factors, such as living in a disadvantaged neighbourhood.

1.2.13 Exposure to the above negative 'risk factors' is thought to increase the likelihood of a young person experiencing poor outcomes. While the presence of 'protective factors' on the other hand, can help reduce the likelihood of poor outcomes or help overcome disadvantage. Protective risk factors are thought to include:[23]

- Strong relationships with parents, family members and other significant adults.
- Parental interest and involvement in education with clear and high expectations.
- Positive role models.
- Individual characteristics such as an outgoing nature, self-motivation, high intelligence.
- Active involvement in family, school and community life.
- Recognition, praise and feeling valued.

1.2.14 The influence of 'risk factors' on the design of PAYP can clearly be seen in the range of criteria employed by PAYP to determine which young people

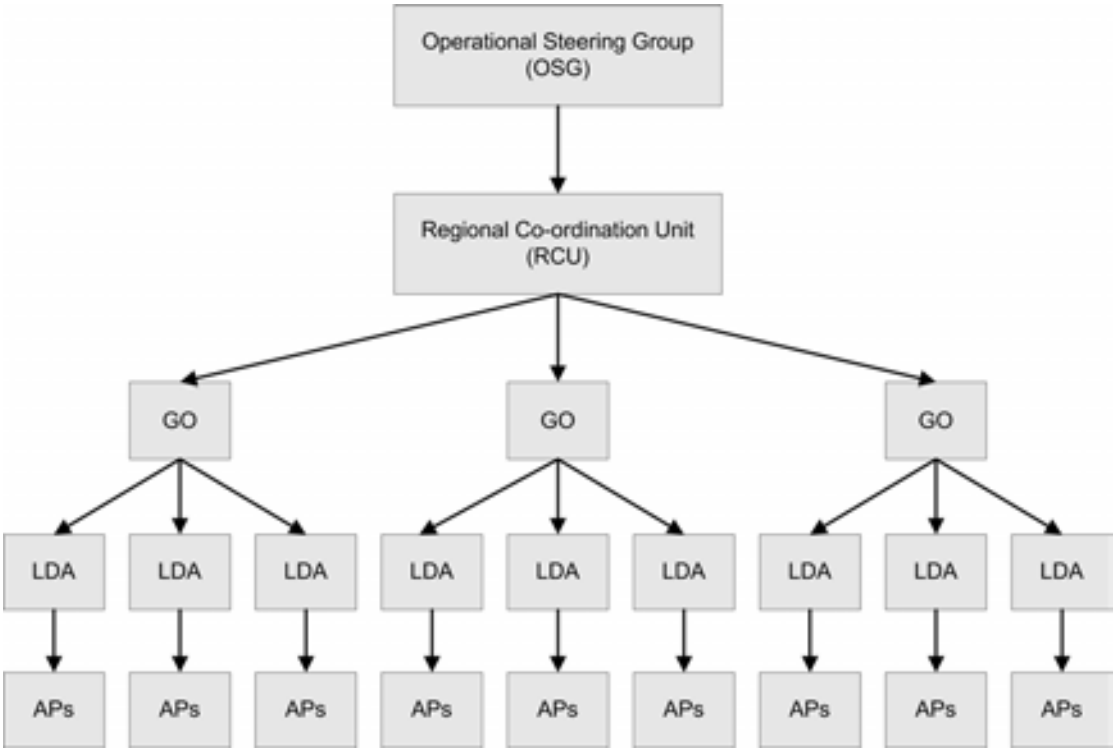
[18] Graham, J., and Bowling, B. (1995). *Young People and Crime*. Home Office Research Study 145. London: Home Office.
[19] Farrington, D.P. (1996). *Understanding and preventing youth crime.* York: Joseph Rowntree Foundation/York Publishing Services.
[20] Bynner, J. (1999). *Risks and Outcomes of Social Exclusion. Insights from Longitudinal Data. Report for the Organization for Economic Cooperation and Development (OECD).* London: Institute of Education.
[21] Youth Justice Board for England & Wales, (2001). *Risk and protective factors associated with youth crime and effective interventions to prevent it.* Youth Justice Board Research Note No. 5. London: Youth Justice Board for England & Wales.
[22] HM Treasury. (2003). *Op cit.* p.17.
[23] *Ibid*, p.18.

should be allowed to participate, and which should receive the one-to-one support of a Key Worker. Through the Key Worker role, PAYP is a first step towards offering Key Worked young people exposure to, and the opportunity to develop a range of 'protective factors'.

1.3 Structure of PAYP

1.3.1 As a national programme which invited regional and local variation in delivery, and input from multiple Government Departments, PAYP was large and complex. The decision was made therefore that rather than attempt to run PAYP at a local level directly from a central point, a regional layer of management and oversight should be employed. A simplified diagram of the structure of PAYP is presented in Figure 1 below.

Figure 1: Structure of PAYP



1.3.2 The Operational Steering Group (OSG) consisted of representatives from the sponsoring Government departments (DCMS, DfES, HO and RCU) and executive non-departmental bodies (BLF and YJB), a representative for the Government Office Regional Managers and LDAs. At this level a number of sub-groups (Finance, Evaluation and Communications) were also set-up with representatives of the sponsoring departments sitting on the sub-groups. The OSG and latterly the Operational Management Group (OMG) was responsible for overall management of the programme, strategic direction, drawing up guidance, criteria for eligibility etc.

1.3.3 The Regional Co-ordination Unit (RCU), was responsible for monitoring and co-ordinating the relationship with the Government Offices. The RCU played a key role in supporting Regional Managers e.g. supporting regular Regional Manager meetings, which allowed Regional Managers to share information and good practice between themselves, as well facilitate top-down and bottom-up information sharing with OMG members. In addition to supporting Regional Managers, the RCU played a key role in the transition from the OSG to OMG, chairing the latter.

1.3.4 Regional Managers were appointed within the nine Government Office regions, and were asked to deliver PAYP in their regions on behalf of the Supporting Children & Young People Group (SCYPG). Regional Managers were tasked with taking appropriate action to ensure the programme was delivered and monitored in line with the programme specification, acting as a conduit for information on delivery and performance with providers. The Regional Managers managed the contracts with Lead Delivery Agents (LDAs) and supported them to ensure specified targets and outcomes were delivered taking appropriate action where necessary. They were responsible for proactively monitoring the delivery of the programme plan and ensuring that the programme operated in line with expectations. They managed the process for certifying payments, monitored profiles and expenditure in line with financial guidance and delivery plans agreed by the PAYP Operational Management Group (OMG). They provided regular financial and management information reports as required by Ministers via requests from PAYP OMG, DfES Central Team or the Big Lottery Fund.

1.3.5 Regional Managers contracted with suitable LDAs in their regions to ensure each region was able to deliver PAYP, meeting the aims and objectives of the programme to cover the widest range of provision. There were 52 LDAs across the country. They included Connexions Partnerships, Youth Offending Teams, Youth Inclusion Programmes and Youth Services. Each region had its own management structure for delivery of the programme. Some LDAs worked directly with Activity Providers (APs) in their regions, while others worked with Local Delivery Partners (LDPs). LDAs were responsible for recruitment of Key Workers, prompt and accurate input of management information to the PAYP Management Information System (MIS) and submission of regular financial and management information reports as required by GO Regional Managers.

1.3.6 LDPs were drawn from the statutory, voluntary and community sectors and included Youth Services, voluntary bodies, YOTs etc. The LDAs in London covered wide geographical areas, administered by London Boroughs. Each borough was effectively an LDP.

1.3.7 Activity Providers were the organisations that delivered the programme through a range of sports, arts, educational and recreational activities. Each AP was contracted to their LDA/LDP to provide good quality services with the expertise to work with hard to reach young people.

1.4 Methodology

1.4.1 An evaluation sample of 22 LDAs was selected in negotiation with the OSG and Government Regional Managers. To ensure that the sample was representative a number of criteria were used to select the LDAs in the evaluation sample. LDAs were selected so as to provide a geographical spread, range of LDA type (e.g. Connexions, YOT, and voluntary sector), and rural versus urban. Weighting was also applied to take into account the relative funding allocations, with those Government Office regions with a greater allocation having more LDAs in the evaluation sample e.g. London and the North West. Table 1 below lists the LDAs in the evaluation sample.

Table 1: LDAs in the National Evaluation Sample.

Government Office Region	LDA
East	Suffolk
East Midlands	Derby
Greater London	Brent
Greater London	Camden
Greater London	Enfield
Greater London	Hackney
Greater London	Sutton
North East	Wansbeck / Blyth
North West	Cumbria
North West	Liverpool North
North West	Manchester North
North West	Manchester South
South East	Brighton & Hove
South West	Cornwall & Devon*
West Midlands	Birmingham & Solihull
West Midlands	Dudley
West Midlands	Hereford
West Midlands	Sandwell
Yorkshire & Humberside	Beeston (Leeds)
Yorkshire & Humberside	Bradford
Yorkshire & Humberside	Scarborough
Yorkshire & Humberside	South Elmsall

** Cornwall and Devon replaced Swindon, as organisational issues in Swindon necessitated a change of LDA in this region.*

1.4.2 As PAYP was a three year programme, data was collected at set intervals over the three years, typically coinciding with school holiday periods to allow collection of data on activity provision and the young people themselves.

1.4.3 Delivery of PAYP was multi-tiered, the evaluation methodology therefore employed a multi-tiered approach to assess the structure and impact of PAYP. As such the evaluation explored:

Strategic level: a series of face-to-face and telephone interviews with representatives from the sponsoring departments (i.e. BLF, DCMS, DfES, HO, RCU, and YJB), PAYP Regional Managers in Government Offices, and Crime Concern. These interviews focused on strategic, process, organisation and management issues that affected the implementation of the programme.

Operational level: face-to-face and telephone interviews with LDAs, LDPs, local steering groups, Key Workers, APs, and other relevant stakeholders. As with the interviews at a strategic level, process, organisation and management issues were explored, however, the focus of these interviews was more on the practicalities of delivering PAYP at the local level. Additional issues such as recruitment (staff and young people), retention (staff and young people), targeting, contracting arrangements, and data collection were discussed.

Young People: in the initial stages of the evaluation face-to-face interviews with young people participating on the programme were conducted. While in years two and three of the evaluation a young person questionnaire, produced in consultation with West Yorkshire Connexions, and distributed by Key Workers to those young people on their caseload, was employed. Four sweeps of the questionnaire were administered coinciding with the main holiday periods (i.e. Summer, Christmas and Easter). The questionnaire was designed to collect information on the impact of the programme on softer outcomes such as self-esteem, confidence and skill levels. The young people's attitudes towards crime and education more generally were also explored.

Non-participant observation: a series of visits to APs were made to observe the activities to assess the appropriateness and quality of the activities. Assessment was based upon three criteria: what the young people achieved from the activity, the quality of the activities observed, and the way in which the activities were organised and managed.

Crime and exclusion/truancy statistics: an analysis of available crime and exclusion/truancy statistics.

Management Information System database (MIS): the final element in the evaluation was a thorough interrogation of the national MIS to review referrals, age, gender, activities, and outcomes for the young people. Data

from the MIS was used to supplement the qualitative data and cases studies collected as part of the evaluation fieldwork.

1.5 Key Findings

i. PAYP was viewed by participating agencies as being successful, delivering a targeted programme to a hard to engage client group, and in doing so achieved a range of positive outcomes for participating young people e.g. contributing to reductions in criminal and anti-social behaviour, supporting young people back into education, and offering opportunities for personal development. Without appropriate comparison groups we can not isolate the impact of PAYP from the raft of other initiatives, crime, educational *etc*, with similar aims that were in place at the same time as PAYP, we are therefore unable to determine to what extent any changes may be due to the affect of PAYP, and PAYP alone.

ii. Approximately 290,000 young people participated in PAYP between 2003 and 2006, of which 85% were classed as being 'at risk', and 39% received Key Worker support.[24]

iii. Over 2.7 million activities[25] were recorded on the PAYP Management Information system (MIS). PAYP successfully delivered a wide range of diversionary and developmental activities including sport arts, music, educational, recreational, and outdoor activities.

iv. Recorded outcomes on the MIS were available for 32% of all participating young people, and 38% of Key Worked young people (PAYP Key Worked and Other Key Worked). 88% of recorded outcomes for the young people that participated on PAYP were positive, only 5% were negative, with the remainder classed as a neutral outcome (e.g. moved out of area).[26]

v. The short-lead in time to the commencement of PAYP impacted negatively upon the delivery of PAYP. LDAs struggled in some areas to recruit key staff such as Key Workers, and to source suitable activity provision in time.

vi. A degree of confusion was evident in Year 1 at the LDA level as to which young people were eligible to take part in PAYP. Clarification towards

[24] See Table 2, page 15.
[25] The PAYP MIS recorded an activity incidence for every young person taking part in that activity, i.e. an activity with eight young people taking part would be recorded eight times on the PAYP MIS.
[26] See Table 7, page 18.

the end of Year 1 saw, a tighter more targeted approach adopted in Years 2 and 3.

vii. Poor MIS data and a lack of clear project management from the centre in Year 1 hampered the delivery of PAYP initially. The move from the OSG to the OMG, improvements in MIS data, and the introduction of performance reviews ensured that subsequent decisions as to the direction and management of PAYP were more informed, improving overall management of the programme.

viii. The flexibility given to LDAs saw a number of different delivery models employed in response to the varying needs and resources available locally. Variation between the models was found to focus in the main on how and where Key Workers were employed, and the length of the supply chain with regard to activity provision.

ix. The Key Worker role was central to the success of PAYP, providing an inter-agency link as well as a link between the young person and local agencies in general. The pastoral support offered to young people by Key Workers facilitated engagement and was crucial in helping the young people reach a stage where they were both capable and willing to engage.

x. Benefits from PAYP were seen beyond young people, with partner agencies reporting improvements in capacity, business processes, partnership working, and their own service delivery.

xi. The move towards a targeted, partnership and evidence based approach to service delivery was seen as advantageous, in that it has helped prepare agencies for the introduction of Local Area Agreements and Children's Trusts.

1.6 Structure of the Report

1.6.1 The remaining chapters of the report are structured as follows:

Chapter 2: Impact of PAYP.
A discussion of the impact of PAYP on the young people in relation to the seven objectives set for PAYP. The impact upon the agencies involved in the delivery of PAYP with regard to partnerships is also discussed.

Chapter 3: Management of the Programme.
A review of the management of PAYP, exploring the challenges faced in delivering a multi-Government department programme at the central, regional and local levels.

Chapter 4: Targeting and Recruitment.
Discussion of the impact of running a targeted programme, with a summary of the processes employed to ensure that the correct target group was identified and engaged.

Chapter 5: The Key Worker Role.
An exploration of the Key Worker role with regards to recruitment, training, and the Key Working process including models of the role.

Chapter 6: Activities.
Summary of the planning and procurement processes involved in delivery of PAYP activities. The quality and range of activities delivered are also discussed.

Chapter 7: UProject.
A review of the UProject, a strand of PAYP that was previously operated as a separate summer activities programme for 15-16 year olds in danger of becoming NEET, but integrated into PAYP in 2005.

Chapter 8: PAYP and Future Prevention Strategies
A discussion on the future of PAYP in regard to new initiatives and polices introduced by the Government since the launch of PAYP.

Chapter 9: Conclusions.
Conclusions drawn from the evaluation, and a discussion of what lessons can be taken forward in relationship to the changing landscape of youth provision in regard to Local Area Agreements and Children's Trusts.

2. Impact of PAYP

2.1 Overview

2.1.1 To assess the overall impact of PAYP the evaluation has drawn upon three strands of data which combine a range of quantitative and qualitative data. The main source of quantitative data has been an analysis of the PAYP MIS, while the use of case studies and information collected from a young person questionnaire distributed to Key Worked young people on PAYP, provides our qualitative data.

2.1.2 The inclusion of qualitative data we feel is vital, as while the quantitative data offers an overview of the breadth of PAYP (i.e. how many young people participated, what was the gender breakdown, how many positive outcomes were achieved etc), without qualitative data a large part of the impact of PAYP would be lost. Much of the benefit of PAYP has been in the changes it has affected in the young people participating, particularly in the realms of self confidence and motivation.

2.2 Impact on Young People

Demographics

2.2.1 Analysis of the PAYP MIS data in Table 2 shows that approximately 290,000 young people participated in PAYP during the course of the programme, of which, 85% were classed as being 'at risk', with 39.6% of those participating receiving Key Worker support, either from a PAYP Key Worker or Other Key Worker. LDAs reported that a limited number of PAYP activity places were allocated to peers or siblings of 'at risk' young people on the programme in order to either encourage the young person to take part in PAYP, or assist in their continued attendance, accounting for the remaining 15%.

Table 2: Young Person Summary 2003-2006.

Category	Freq.	%age
At Risk	246,695	85.1%
PAYP Key Worked	63,205	21.8%
Other Key Worked	51,633	17.8%
Participants	289,805	100.0%

2.2.2 The numbers participating in PAYP were higher than expected due to the decision to change the definition of a Full-Time Equivalent place (FTE). Originally a FTE was defined as one young person receiving 30 hours

contact/activity per week. The challenging nature of the target client group necessitated that this be altered so that a FTE included the option to work with three young people for 10 hours per week each.

Table 3: Young Person Summary by Gender as percentage 2003-2006.

Category	Female	Male	Unknown	Total
Participants	34.1%	64.9%	1.0%	100.0%
At Risk	33.9%	65.1%	1.0%	100.0%
PAYP Key Worked	31.3%	67.8%	0.9%	100.0%
Other Key Worked	35.4%	63.5%	1.1%	100.0%

2.2.3 A breakdown of the gender illustrates that the ratio of males to females on PAYP was approximately 2:1, and this was common both across the number categorised as 'at risk', as well as who received Key Worker support.

Table 4: Young Person Summary by Age as percentage 2003-2006.

Category	8 - 12	13 - 17	18 - 19	20 - 25	Total
Participants	36.7%	59.0%	4.1%	0.2%	100.0%
At Risk	36.6%	59.1%	4.0%	0.2%	100.0%
PAYP Key Worked	24.8%	70.5%	4.5%	0.2%	100.0%
Other Key Worked	38.2%	57.7%	3.8%	0.3%	100.0%

2.2.4 The age breakdown for young people on PAYP in Table 4 shows that the 13-17 age range was the largest group, and was also the age range most likely to receive Key Worker support.

Table 5: Participants' Ethnicity by Age 2003-2006.

Ethnicity	Freq.	%age
White - British	128,564	54.3%
Info not obtained	35,917	15.2%
Black - Caribbean	13,178	5.6%
Black - African	10,144	4.3%
Black - Other	8,307	3.5%
Asian - Pakistani	7,781	3.3%
Mixed - White & Black Caribbean	5,959	2.5%
Asian - Bangladeshi	4,654	2.0%
Mixed - Other	4,144	1.8%
Other - Any Other Ethnic Group	3,725	1.6%
Asian - Other	3,571	1.5%
White - Other	3,441	1.5%
Asian - Indian	2,752	1.2%
White - Irish	1,708	0.7%
Mixed - White & Black African	1,045	0.4%
Mixed White & Asian	811	0.3%
Refused	576	0.2%
Other - Chinese	334	0.1%
Totals	**236,611**	**100.0%**

2.2.5 The ethnicity of the young people that participated on PAYP is summarised in Table 5 above. 'White British' was the most common ethnicity accounting for over half of the total. It is worth noting that the next highest category is "Info not obtained", indicating that ethnicity data was not collected for over 15% of the young people participating in PAYP. Analysis of the breakdown by gender[27], and by age[28] for ethnicity found that the age and gender patterns identified above were repeated within ethnicity for the participating young people (i.e. 2:1 male to female ratio, with the 13-17 age group the largest age group).

2.2.6 The proportion of White - British young people participating is higher than we would expect based upon prior studies (e.g. Looked After Children Data, or Child Mental Health survey data), which shows that non-white young people are more likely to be 'at risk' than white young people. Due to MIS recording irregularities from Year 1, and the failure to capture ethnicity data on over 15% of the cohort, it is not possible to state whether the above is a result of poor targeting or flawed recording.

Outcomes

2.2.7 Within the PAYP MIS 33 possible Outcome categories are listed of which 20 can be classed as 'positive', 5 'neutral' or 'Other', and 8 'negative' (see Table 6 overleaf). The ratio of 'positive' to 'negative' outcomes, and the greater difficulty of 'achieving' a negative outcome compared to a 'positive' one has created an inherent bias within the MI towards 'positive' outcomes.

[27] See Table 19 in Appendix A, page 106.
[28] See Table 20 in Appendix A, page 107.

Table 6: PAYP MI Outcome Categories.

Positive	Other	Negative
Award achieved	Lost contact	Arrest last 3 months
Enter school	Moved	ASBO last 3 months
Enter training	Outcome not known	Convicted last 3 months
Full-time employment	Ref to other agency	Custodial sentence
Full-time FE/HE	Support not required	Fixed term exclusion
Full-time learning		Permanently excluded
Full-time school		Truant last 3 months
Full-time training		Unemployed
Improved attendance		
No ASBO last 3 months		
Not convicted 3 months		
Part-time employment		
Part-time FE/HE		
Part-time learning		
Part-time school		
Part-time training		
Regular volunteer		
Return to learning		
Return to school		
Work towards award		

2.2.8 Approximately 267,000 outcomes were recorded on the PAYP MIS (see Table 7 below), of which approximately 235,000 (88%) were positive, with less than 5% classed as negative.

Table 7: Participants' Outcomes by Category.

Outcome	Freq.	%age
Positive	235,119	88.2%
Other	20,102	7.5%
Negative	11,501	4.3%
Totals	**266,722**	**100.0%**

2.2.9 Due to the fact that each young person can have more than one outcome recorded against them as a result of their participation on PAYP, it is necessary to look at the "Last Outcome" category to determine how many young people have an outcome recorded.[29]

[29] The "Last Outcome" category refers to the last recorded outcome against an individual on the PAYP MIS.

Table 8: Participants' Last Outcome by Category.

Outcome	Freq.	%age
Positive	77,096	84.3%
Other	10,607	11.6%
Negative	3,753	4.1%
Total	**91,456**	**100.0%**

2.2.10 Table 8 shows that the proportion of 'Positive', 'Other', and 'Negative' is relatively the same, however by deducting the total number of last outcomes (91,456) from the total number of participants (289,805), we find that over 198,000 participants have no outcome recorded against them, i.e. only 32% of young people that participated in PAYP have an outcome recorded against them.

2.2.11 Analysis of the outcomes recorded over the course of PAYP shows that the proportion of positive, other and negative outcomes remained fairly constant for 2004/05 and 2005/06. The number of outcomes for 2003/04 can be ignored due to the fact that information was not recorded consistently on the PAYP MIS by all LDAs during 2003/04.

Table 9: Last Outcome for Key Worked and Non-Key Worked Young People 2003-2006.

Outcome	Non KWd	All KWd	All
Positive	42,147	34,949	77,096
Other	4,880	5,727	10,607
Negative	1,195	2,558	3,753
Total	**48,222**	**43,234**	**91,456**

2.2.12 Table 9 provides a further analysis of the "Last Outcome" data for participants, and shows that 43,234 "Last Outcomes" were recorded for all Key Worked young people, i.e. 38% of all Key Worked young people have an outcome recorded against them.

2.2.13 Despite the gaps in recording outcomes, the data from the PAYP MIS and anecdotal evidence in the form of case studies etc indicates that PAYP did have a positive impact and achieved the objectives set out.

Objective 1: Reduce crime and anti-social behaviour both in the short term and the long term.

2.2.14 PAYP's first objective to *"reduce crime and anti-social behaviour in the short term and long term"*, can be viewed as a continuation of the work already done by previous Summer activity programmes. This objective is however possibly the most difficult to evidence conclusively as doing so presents a number of methodological challenges to the evaluator.

2.2.15 The standard approach to assessing the impact of a programme such as PAYP on crime would be to first compare available statistics for an area where PAYP was implemented, to a control area, i.e. an area where PAYP was not implemented. As PAYP was a nationwide programme it was not possible to do this effectively within the budget limits of the evaluation. It is also not possible to simply compare the relevant crime figures before PAYP was introduced with those after the introduction of PAYP. Our before and after comparison may very well indicate a change in the crime figures, but without a control area we cannot isolate the impact of PAYP from the raft of other crime initiatives with similar aims that were in place at the same time as PAYP, we are therefore unable to determine to what extent any changes may be due to the effect of PAYP, and PAYP alone.

2.2.16 An analysis of recorded crime is also problematic in that recorded crime provides an incomplete measure of crime, as people may not report a crime, so not all crimes which are committed are reported and therefore recorded. For example, children may not always report a crime when items are taken from them by other children, instead seeing this as an extension of bullying behaviour, rather than a robbery. While other people may for instance report a crime when none has actually been committed, which due to the requirements of the National Crime Recording Standard still has to be recorded.

2.2.17 Analysis of recorded crime is further complicated by the manner in which crime is recorded by the Police[30]. Police statistics on crime do not generally record the age of the perpetrator of the crime, which means we are unable to separate crimes committed by our target age range of young people (8-19 years), from that of crimes committed by perpetrators outside our target age range when examining crime figures.

2.2.18 Evidence of the impact of PAYP on crime has therefore been drawn primarily from the PAYP MI outcome data, self-report by the young people on their criminal behaviour and anecdotal evidence from Key Workers, community representatives etc.

2.2.19 Outcome data from the PAYP MI shows that levels of re-offending while on PAYP were very low, with 197 (0.1%) being arrested in the last 3 months, 610 (0.2%) receiving an ASBO in the last 3 months, 1,104 (0.4%) receiving a conviction within the last 3 months, and only 551 (0.2%) receiving a custodial sentence, (see Table 20 in Appendix A).

[30] The introduction of the National Crime Recording Standard further complicates 'before and after comparisons' due to changes in how and what crime is recorded by the Police.

2.2.20 Analysis of data collected by nine YOTs in the North West found significant differences in the offending behaviour, before and after joining PAYP, for a cohort of young people referred onto PAYP once their YOT order had ended. Data was collected by the nine YOTs on 327 young people that had committed at least one offence (with the highest number being 64) prior to taking part in PAYP during 2005/06.

2.2.21 Table 10 below illustrates the different rates of offending for the cohort of young people after starting PAYP. Over 50% did not re-offend, with 82% reducing their offending. Only 12.8% were found to have increased their offending.

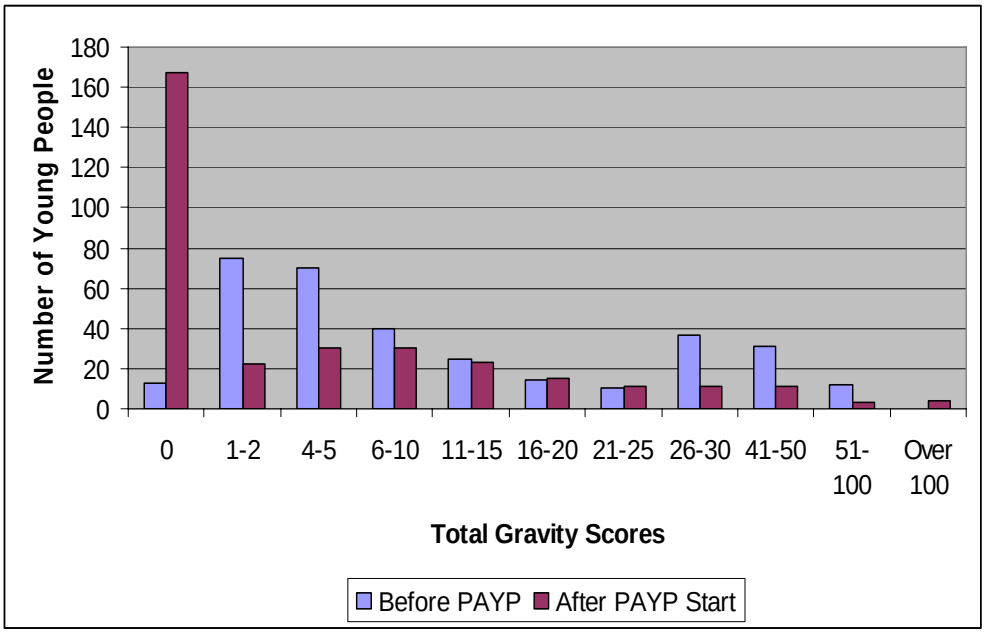
Table 10: Changes in YOT cohort offending after starting PAYP.

Change in offending after PAYP start date	Number of young people	%age of young people
100% reduction - no offences	167	51.1
50% to 99% reduction	79	24.2
1% to 50% reduction	22	6.7
Same as prior to PAYP	17	5.2
Increased by up to 50%	12	3.7
Increased by more than 50%	7	2.1
Increased by over 100%	23	7.0
Total	**327**	**100.0**

2.2.22 Data on the gravity scores,[31] or severity of the offences committed was also analysed (see Figure 2 overleaf). The cumulative score for each offence committed by the young person was calculated to give the young person's total gravity score. Generally young people with higher gravity scores are of greater the concern for the YOT, than those young people with lower gravity scores.

[31] The higher the gravity score, the more serious the offence.

Figure 2: Changes in YOT cohort total gravity scores after starting PAYP.



2.2.23 The general trend illustrated in Figure 2 is that of a reduction in the total gravity score after starting PAYP.[32] The average gravity score for the cohort of young people prior to starting PAYP was 23.4, but after starting PAYP this reduced to 7.3, a decrease of 68.8%.

Table 11: Changes in YOT cohort total gravity scores after starting PAYP.

Change in offending after PAYP start date	Number of young people	%age of young people
100% reduction - no offences	167	51.1
50% to 99% reduction	66	20.2
1% to 50% reduction	39	11.9
Same as prior to PAYP	7	2.1
Increased by up to 50%	19	5.8
Increased by more than 50%	6	1.8
Total	**327**	**100.0**

2.2.24 Table 11 summarises the changes in total gravity scores recorded by the cohort of young people. The pattern is very similar to that for the number of offences committed, i.e. over 83.2% who had offended before starting PAYP reduced their total gravity score, with over 71% reducing it by 50% or more. Increases in total gravity score were very low, with only 7.6% increasing their total gravity score.

[32] The first two columns in Figure 2 show that prior to starting PAYP only 13 young people had a gravity score of 0, while after starting PAYP this increased to 167 young people.

2.2.25 While the data from the nine YOTs is positive showing significant reductions in the cohort's offending behaviour, it is not possible to attribute the impact to PAYP solely. Data was not collected on young people from the relevant YOTs that had also finished their YOT order, but did not go onto participate in PAYP. Without this data, it is not possible to determine whether the observed reductions in offending behaviour were the product of participation in PAYP, or would have occurred irrespective of the young people's participation in PAYP. The findings of the study are however in keeping with the trends illustrated by the PAYP MIS data, the Young People Questionnaire and the collected case study material, and strongly indicates the need for a more rigorous approach to data collection by organisations if the impacts of programmes such as PAYP are to be evidenced appropriately.

2.2.26 Additional support for the positive impact of PAYP participation on crime was provided by the Young Person Questionnaire. 7,625 questionnaires were distributed, of which 880 were completed, a return rate of 12.1%.[33] 53% of the respondents indicated that since taking part in PAYP they were less likely to get into trouble (see Table 24 in Appendix A).

Case Study 1

When the Key Worker met V, she had been offending and charged with a serious Section 1 offence and was subsequently placed under the supervision of the Intensive Supervision and Surveillance Programme (ISSP). The Key Worker began by visiting V at V's home, and began to build up a rapport with her by encouraging her to attend PAYP activities. V disclosed to the Key Worker that she was pregnant, but the father was in and out of custody for offences. Although V was still of school age she had been truanting. V explained that she had moved schools as she had not been happy, but had been excluded from her new school due to her behaviour shortly after she had started. V lacked confidence in her basic skills, and this was why she had "played up" at school.

The Key Worker and V discussed how V could attend Sure Start Plus, which V agreed to do. The Key Worker wrote a referral and V began attending the Young Mum's To Be course which focused on preparing V for parenthood and developing her basic skills. The Key Worker also liaised with V's ISSP worker and the Youth Offending Team Liaison Nurse to support V with her education, PAYP activities, and the

[33] The actual return rate may in fact have been higher as a degree of over-distribution was employed to ensure each LDA had sufficient questionnaires for their cohort of young people.

pregnancy (including support to access grants for essential baby items).

The Key Worker and V discussed her plans for after the baby's birth and encouraged her to discuss this with her parents. V thought that she would be interested in training but would need support with child care, the Key Worker was able to discuss various options with V.

V continued to take part in PAYP activities and work with the ISSP and Sure Start Plus, which helped her confidence to grow. After the birth of her son V began an Entry to Employment (E2E) course with the support of her mother, who looked after her son while she was training. V has gone on to study for a GNVQ Intermediate in Health and Social Care at the local community college.

2.2.27 The ability of PAYP to contribute to reducing crime in the short term was illustrated by an LDA based in a large city in the North West. The LDA had developed a good working relationship with the local Police, who had identified Halloween as a time when anti-social behaviour was particularly common, to the extent that Halloween was known locally as "Mischief Night". The LDA decided to attempt to tackle this by running a series of activities across the city on Halloween evening, which would engage the young people and keep them off the streets. The activities were well attended helping to reduce the levels of antisocial behaviour recorded that night, Police statistics showed an increase from 2001 to 2002 of 44.3% in calls for service, and an 86.4% increase in recorded crimes. For 2003, the year that PAYP ran its activities, calls for service compared to the previous year decreased by 25.5%, and crimes recorded decreased by 35.4%.

Case Study 2

A young person was referred to the PAYP team by the Youth Offending Team. The young person presented a number of problems and issues that included a conviction; experiencing major problems at school with the threat of permanent exclusion looming; and suffered from Attention Deficit Hyperactivity Disorder. Consequently, PAYP could also offer a break to the young persons family over holiday periods which would significantly reduce family tension levels. The young person immensely enjoyed involvement in PAYP and would phone the Key Worker to 'book-up' participation on the next round. He attended 12 sessions on PAYP amounting to 60 hours. He has not re-offended and remains in school – although this position is still somewhat fragile. With the support of his Key Worker, the young person was able to get a part time job which helped immensely in building relationships with

other people. He also joined the local football team which has facilitated his development. His Key Worker commented, *"He finds it difficult to think ahead in the long term, but he would quite like my job, I think I may have to watch out!"*

2.2.28 One of the anomalies of perceptions of crime in the UK, is that the fear of crime is disproportionate to the actual risk of being a victim of crime. The fear of crime and its impact upon Police resources can be illustrated by the high levels of calls to the Police to deal with young people who are simply 'hanging around the streets'. The benefit from PAYP of engaging young people that removes them from the streets should not therefore be underestimated, as doing so can help to reduce local residents' fear of crime. For instance members of a local community in a PAYP area were keen to know when PAYP activities were being run, as they had noticed that when activities were being run the number of young people hanging around the streets was less.

Objective 2: Support young people back into education or training and help them stay there, by working with those at risk of truancy, & Objective 3: Ensure that young people are supported as they move from primary to secondary school.

2.2.29 The nationwide rollout of PAYP has meant, that as with Objective 1 above, we are unable to isolate the impact of PAYP from other educational initiatives active at the same time. However, the outcome data from the PAYP MI indicates that PAYP has had a positive impact upon truancy and exclusions from school, with approximately 92,000 (34.8%) of recorded outcomes categorised as being in "Full-time School" (the highest outcome on the MI), 24,000 (9.0%) showing "Improved Attendance", and 1,250 (0.5%) "Return to School".[34]

Case Study 3

The Key Worker met S during visits to S's sister who had been referred onto PAYP by her School and Social Services. The Key Worker discovered that S had not attended school for over a year. S was engaged by the Key Worker by encouraging him to participate in activities during the summer. S presented multiple issues including substance abuse. The Key Worker decided that S would benefit from being out of his home environment and developing new interests. Aware of S's substance abuse, the possible affect of this on his behaviour and any activities he might take part in were discussed by S

[34] See Table 23 in Appendix A, page 108.

and his Key Worker. S agreed not use any substances while taking part in activities, and a timetable of activities including both social and educational activities was drawn up.

The Key Worker was able to build up a positive relationship with S and his family allowing the Key Worker to discuss S's return to education after the summer activities. The Key Worker then negotiated funding with S's school allowing S to attend the DISC two days a week to study Maths and English. S subsequently was interviewed by a local theatre to study on a vocational arts and film programme, an area S had a real interest in.

2.2.30 PAYP was also effective in supporting young people into training, 11,000 (4.1%) outcomes were classed as in "Full-time FE/HE, and 3,300 (1.2%) as in "Full-time training".[35]

2.2.31 Responses to the Young Person Questionnaire show that 58% of the respondents reported that they attended school more often since taking part in PAYP,[36] with 62% indicating that they now attended almost all the time.[37] Only 38% reported that they got into trouble at school,[38] and 34% reported they enjoyed learning.[39]

2.2.32 The support offered by Key Workers was crucial in achieving the figures quoted above. By working closely with the young people the Key Workers were able to identify internal (basic skills deficiencies, poor social skills, low self-esteem and self-confidence) as well as external (poor family environment, drug and alcohol dependencies) issues that were either preventing or restricting the young person's ability to pursue an education. With help from the Key Worker and signposting to relevant agencies, the young people were able to take steps to address these issues, with the knowledge that further support was available if required. The Key Worker in essence can be seen therefore as the catalyst that helped the young person take the first steps back to education or training.

[35] See Table 23 in Appendix A, page 108.
[36] See Table 26 in Appendix A, page 109.
[37] See Table 26 in Appendix A, page 109.
[38] See Table 27 in Appendix A, page 109.
[39] See Table 28 in Appendix A, page 109.

Case Study 4

L was referred to PAYP by the Local Education Authority as L was currently out of education, having been permanently excluded from his previous schools. L was also receiving YOT involvement due to him getting into trouble for an offence which L was arrested for with his peers.

The Key Worker kept contact with L on a weekly basis via one-to-one interviews and through the PAYP activities that L became involved with. Through regular contact with L the Key Worker and L developed a trusting relationship, which allowed the Key Worker to challenge L both on a physical and emotional level, and ensure that L spent a lot of time in a positive manner. The Key Worker also liaised with the YOT to make sure there were no clashes or duplications in their interventions with L.

L became heavily involved in PAYP activities which included: an anger management project, various outdoor education activities, and other recreational activities such as go-karting and bowling. L's involvement in PAYP continued regularly up until he was allocated a place in a school outside the borough, where his attendance at school meant he had less time to attend activities. Key Worker support for L continued with ongoing one-to-one meetings to support and empower L to be comfortable in his new school environment.

Objective 4: Provide access to high-quality arts, sports and cultural activities, and make provision for those with an interest and/or talent in any area to continue after the programme has ended.

2.2.33 Provision of quality arts, sport and cultural activities was found to be good with very positive feedback from the participating young people. Once on PAYP young people expressed a wish that the activities be expanded to include term-time activities as well. 91% of the respondents of the Young Person Questionnaire reported that the activities were either "Good" or "Very Good",[40] and over 95% stated that they had enjoyed the activities.[41]

2.2.34 Sport was particularly popular with the young people and offered good opportunity for sustainable involvement by linking into existing projects or sports clubs, with one provider reporting that 30% of participants went on to participate in mainstream sports and activities following PAYP participation.

[40] See Table 29 in Appendix A, page 110.
[41] See Table 30 in Appendix A, page 110.

Approximately 844,000 incidences[42] of sport activities were offered by PAYP over the duration of the programme (see Table 14, page74).

2.2.35 Take-up of arts activities was not as great as sport (230,000 or 10.1% of all activities, compared to 37% for Sport), with concerns expressed by LDAs over the cost of purchasing good quality art activities, and the challenge in finding providers whose staff were sufficiently skilled and willing to work with the PAYP client group. Measures were introduced by DCMS to address these issues, with LDAs provided regional contact details of arts organisations by the DCMS.

2.2.36 A range of arts and cultural activities were delivered through PAYP, and those activities that made use of popular culture such as DJing, rapping, and dance, were found to be very popular. An LDA operating in London opted to expand on this by running activities that developed the young people's entrepreneurship skills in relation to the arts, with workshops on how to organise and promote club gigs etc.

2.2.37 Arts activities were also used as a means to help engage the young people with their community through arts exhibitions and participating in local festivals and carnivals. Importantly, art activities also offered the young people opportunities to express themselves, with a great deal of success in some cases, with PAYP arts projects winning awards.

Case Study 5

A group of young people in the North East worked with a local media company to produce a short film "*Skate Head*" about Danny, a disillusioned skater, who strongly voices his feelings and opinions about life, conflict and skateboarding. Throughout the project the young people were exposed to professional film making practice, and were given hands on training in the use of production equipment, including digital video cameras, stills cameras, sound equipment etc. The young people were involved in all aspects of the production, including story development, scriptwriting, location hunting, props and costume, and digital music production.

The film was broadcast on the Community Channel in October 2004, and went on to win a National Young Film Makers Award.[43]

[42] A separate activity incidence was recorded on the PAYP MI for each young person taking part in a sport activity.
[43] Reproduced courtesy of Crime Concern.

2.2.38 Use of arts and sports activities were found to offer a number of developmental benefits for the young people that took part. Through sporting activities LDAs were able to promote team working, healthy lifestyles, and the self-discipline required to succeed in sport. While art, particularly the performing arts, helped the young people to build up their self-esteem, and confidence while offering opportunities to be creative and express themselves. The increasing use of IT within the arts also offered the young people the chance to develop their IT skills.

2.2.39 63% of the young people that completed the Young Person Questionnaire stated that they had developed 'new interests' through PAYP,[44] 49% had become involved in activities outside school,[45] and 43% had joined a sports or art club.[46]

Case Study 6

A young girl aged 15 had not attended school for 8 months and was referred by the youth service to PAYP with the possibility of getting involved in the PAYP peer mentoring programme. The girl had an interest in music and decided in collaboration with her Key Worker to take part on a music based PAYP project. The Key Worker liaised closely with the youth service personal advisor to ensure that the girl's needs were met and effort was not duplicated. The girl displayed significant talent while engaged in the project and was involved in writing music, performing and producing a CD. The girl expressed an interest in pursuing a career in music but was also interested in gaining other skills as a 'back-up' plan. Working closely with both the PAYP Key Worker and the youth service PA, the girl enrolled in a hairdressing Modern Apprenticeship and was also 'signed-up' by a local record company. She is currently still completing the Modern Apprenticeship and has continued her pursuit of a career in music – which has included performances in concerts for other youth groups in the region.

Objective 5: Bring together young people from different geographical and ethnic communities to help break down prejudice and misunderstanding.

2.2.40 Communities within cities are increasingly perceived as becoming introverted and isolated with little communication between ethnic groups or neighbouring communities, while for rural areas the challenge is one of

[44] See Table 31 in Appendix A, page 110.
[45] See Table 32 in Appendix A, page 110.
[46] See Table 33 in Appendix A, page 110.

geographical isolation. PAYP attempted to address these concerns by involving the young people in activities that fostered communication and opportunities to broaden the young people's experiences of other areas and communities.

2.2.41 Simple activities such as day trips to new towns/cities were found to have profound impacts on the young people that took part. For young people from the cities these often meant trips to the countryside and use of residentials, while for young people from the country the reverse was true, with visits to cities such as London. Most of the young people that took part in these activities had never left their home town or local community, and the trips helped to broaden their aspirations as to what they wanted to do with their lives.

Case Study 7

During the summer holidays as part of Positive Activities dance programme, a Key Worker organised a weeklong hip-hop dance workshop culminating in an evening performance. A range of dance workers including a specialist dance group delivered the workshop. The workshop was aimed at young people from the area including many that were already on the Positive Activities/Positive Futures dance project.

The group was initially very apprehensive, but with intensive support from the YIP manager they agreed to give it a go. It was soon apparent that they were struggling with being in an alien environment and with other unknown young people, some of whom were more able in learning new dance techniques and choreography. By day two it appeared that they were unlikely to continue, due to their low self-esteem and conditioning in such situations, which was manifesting in aggressive and hostile behaviours towards some of the other participants and workshop leaders. Through the positive relationships with the dance worker and the especially the YIP worker, the group were able to persuade them to continue whilst also challenging some of their own negative perceptions of others and discriminatory attitudes.

Positive Activities work was even able to further engage their interest by providing additional rehearsal space at the local Youth Centre during the week, such had become their determination to succeed and be part of the final performance. This provided an additional learning opportunity by introducing the subject of food and nutrition in relation to energy levels and health. This also furthered the relationship and familiarity with a local youth provision, increasing their support

networks through contact with youth workers and Connexions Personal Advisors.

The week continued with one or two further incidents, but by the day of the performance this group were interacting with the other young people in a way the workers would not have perceived possible at the start.

At the end of the performance all the young were presented with a record of achievement certificate, a very poignant moment for all concerned as these particular young people were unlikely to have had any previous formal recognition of achievement. They immediately gave them to the YIP worker asking if they could have them framed; such was the importance of the occasion for them. Not only were they very proud but so were their family and friends.

This group have subsequently also been awarded the locally accredited Bronze Youth Award, for their commitment, learning and achievement.

These young people are now attending a weekly dance session run through Positive Futures, motivated by desire to participate in future performances. YIP and Positive Activities are still intensively supporting the young people in the Positive Futures term-time dance programme.[47]

2.2.42 Sport and performing arts were also used to breakdown barriers. Activity Providers in a number of LDAs organised sport tournaments which brought together teams from different parts of the borough or county to play against each other. The success of their arts projects for other LDAs enabled them to identify talented young performers within their cohorts of young people, that were encouraged to travel to promote PAYP and also help breakdown prejudices about themselves and their communities.

2.2.43 A more formal approach was taken by some LDAs with workgroup sessions built into the PAYP activities that explored issues of racism and discrimination.

2.2.44 Through close links with the local communities, LDAs were able to identify specific issues faced by the community, and develop activities and projects to address these.

[47] Reproduced courtesy of Crime Concern.

Case Study 8

A North London LDA decided to tackle the tension between the local Turkish and African-Caribbean communities by setting up a music project which could bring together the young people from the two communities. The music project was set up at a local extended school which ran supplementary Turkish and African-Caribbean programmes at the weekend.

The project was made up of eight four hour workshop sessions, twice per week. The sessions covered use of 'decks', audio-visual equipment, lyric writing, voice coaching, and presentation.

The programme ran over four weeks with 14 young people from the Turkish and African Caribbean communities attending.[48]

2.2.45 The positive influence of the Key Worker and other support workers was also employed by LDAs to continually challenge the young people and their preconceived perceptions about how they should interact with people within and outside their community.

Objective 6: Give young people opportunities for personal development including the development of self-discipline, self-respect and self-confidence enabling them to communicate more affectively with a range of people and work effectively in a team.

2.2.46 Through a combination of positive activities and support from Key Workers and Activity Providers, young people taking part in PAYP did note improvements in their behaviour and aspects of their personality such as self-confidence and self-esteem. The use of positive role models and challenging the young people's inappropriate behaviour were vital to this process, which would not have been possible without the trusting relationships the Key Workers and other staff were able to develop through regular contact with the young people. As a result of this contact 65% of young people that completed the Young Person's Questionnaire stated that they now got on better with adults.[49]

2.2.47 Residentials were a popular activity with young people, and for Key Workers they speeded up the process of developing relationships with young people on their caseloads. Young people that took part in residentials felt able to be

[48] Reproduced courtesy of Crime Concern.
[49] See Table 34 in Appendix A, page 111.

more open about themselves and their situations at home once they were removed from the influence and expectations of their peers, and their normal environment. The residentials for many young people could justifiably be called life-changing experiences, giving many young people their first chance to leave their city or town, and experience new challenges.

Case Study 9

K was referred to a Key Worker as he was not attending school, and was displaying aggressive behaviour. The Key Worker engaged K by encouraging him to take part in PAYP activities. After talking with K and building up a good rapport the Key Worker discovered that K had been the victim of ongoing bullying at school: he had few friends and was becoming moody and argumentative at home. K was bitter towards the bullies, and his lack of friends and stimulating activities were contributing to his aggression. K also lacked confidence and self-esteem, feeling that no-one took him seriously.

The Key Worker identified a Lifeskills Programme which helped build K's confidence and self-esteem. The programme also helped K to meet other young people. The Key Worker was able to negotiate K's return to a Pupil Referral Unit within his school, which allowed K to take his GCSE's. K went on to join a local community college and became a regular member of a local youth club.

2.2.48 62% of respondents to the Young Person Questionnaire reported that they felt more confident,[50] and 59% felt better about themselves.[51] Many of the young people taking part in PAYP had commented that prior to PAYP they had felt isolated, or had few friends. Through taking part in PAYP they were exposed to other young people in a safe environment, enabling them to relax and make new friends, with 72% reporting they had done so.[52] Many of the PAYP activities were deliberately structured to facilitate this through group activities that required teamwork to complete the activity (e.g. rock climbing, group performance, raft-building and orienteering).

2.2.49 The variety and quality of activities on offer provided the young people taking part with ample opportunities to take part in activities that challenged and engaged them. 75% of the respondents to the Young Person Questionnaire indicated that they had learnt new skills from taking part in PAYP.[53]

[50] See Table 35 in Appendix A, page 111.
[51] See Table 36 in Appendix A, page 111.
[52] See Table 37 in Appendix A, page 111.
[53] See Table 38 in Appendix A, page 111.

Objective 7: Encourage young people to contribute to their communities through volunteering and active citizenship.

2.2.50 The degree to which activities with a community cohesion basis were promoted by the LDAs varied across the evaluation, and was found to be influenced, to some extent, by the emphasis placed on community cohesion by the Regional Manager. For example, community cohesion was made a regional priority for London, and in partnership with the Prevention Programme Support Department of the Government Office a framework for project planning and measurement was produced to assist LDAs in the region. The framework was also supported by a toolkit to aid assessment and outcome measurement.

Case Study 10

A peer-led mediation and education project was set-up by a LDA in London in partnership with the local Youth Service in order to reduce community tension arising from gang conflict and drugs.

The project trained 20 local young people recruited from the Bangladeshi, African-Caribbean and White communities to act as advocates. Each young person received 30 hours of accredited training, and then joined detached youth work teams as paid part-time staff. The advocates were located in areas that were selected as having the most young people at risk of becoming involved in gang conflict and crime, as well as having a lack of educational achievement and a lack of access to recreational opportunities.

The advocates offered advice and education on issues to drugs and conflict, helped sort out fights by talking to those involved, and offered support with job applications etc.

"Something got into our heads - we can sort things out, keep away from the bad side, we respect them (the advocates) as a brother, they did something for us".

Outcomes from the project included: a reduction in anti-social behaviour; conflict between gangs of young people reduced in two specific areas; increased participation and achievement in school; and more community involvement by young people through community based conferences, workshops and youth forums.[54]

[54] Reproduced courtesy of Crime Concern.

2.2.51 Over 6,300 (2.4%) "Volunteering" outcomes were recorded on the PAYP MI over the course of PAYP, the eighth highest outcome[55]. Volunteering activities tended to be linked into other activities that offered developmental or experiential opportunities for the young people.

2.2.52 Volunteering offered the young people participating the chance to develop their skills while making a contribution to their community, and potentially enhancing their employability.

2.2.53 Activities designed to promote active citizenship were common, and were often the result of identification and response to local issues by the LDAs and their partners. For example, training young people from the community to be mediators, or how to apply first aid to victims of knife/gun assaults, and anti-bullying campaigns.

Case Study 11

Young people on a PAYP programme in the East of England were invited to take part in the re-landscaping of an area of derelict land between two English Heritage Properties, to create a community heritage garden.

The project involved working with local residents from a neighbouring estate (which is in the top 1% of most deprived wards in the UK), the local Probation Service and the YOT.

The project offered the young people a practical opportunity to experience soft landscaping design, and installation of all aspects of the garden. The young people designed and built site-specific public art for the garden which was inspired by the history of the area, while working alongside commissioned artists.

The garden opened in July 2004 and has proved to be very popular with local residents, a marked decrease in vandalism and anti-social behaviour has also been noted. In addition, because of their participation in the project, a young person who had been excluded from school for the last four years has been re-admitted.[56]

[55] See Table 23 in Appendix A, page 108.
[56] Reproduced courtesy of Crime Concern.

2.3 Impact on Partnership Working

2.3.1 Partnership working was at the heart of PAYP, and without the existence of good partnership arrangements service delivery was often found to suffer. For example without adequate partnership arrangements, referrals from agencies external to the LDA typically were low - this affected one LDA to such an extent that it was necessary for the Regional Manager to remove the LDA status from the relevant organisation and appoint a new LDA.

2.3.2 A number of benefits from good partnerships were identified, not all of which were restricted to the LDA level. For instance the creation of Steering/Strategic Groups within Government Offices was responsible for increased collaborative work by the different sponsor departments within Government Office. This encouraged the sharing of information from the different departments, which in turn offered insights to potential funding opportunities or integration with existing programmes to limit unnecessary duplication, and helped to ensure that the profile of PAYP was raised across the various departments.

Case study 12

The "Happy" Programme was funded through a combination of PAYP monies, Neighbourhood Renewal Fund and the Children's Fund, and was targeted at key neighbourhoods in the six towns of the West Midlands.

The LDA used partnership working to full effect to produce a programme of activities within it's overall PAYP provision. Each local programme was devised by a Young Person's Sub-Group partnership comprised of staff from the LDA, the Youth Service, the Neighbourhood Renewal Town Teams, the Children's Fund, the YOT, the Police and a wide range of voluntary sector providers, who themselves consulted with young people about the types and range of provision they would wish to see. Delivery via local providers was made wherever possible.

The activities programme was designed to emphasise the importance of variety and innovation to enhance attractiveness. The Programme looked to address skills development, problem solving, and cultural/gender issues as well as physical activity.[57]

[57] Reproduced courtesy of Crime Concern.

2.3.3 Similar benefits were noted at the local level, LDAs and agencies involved in PAYP commented that PAYP had helped them develop new working relationships, and increased their knowledge of who and what was out there.

2.3.4 The improved networking by agencies in PAYP was also thought to have produced direct benefits in relation to their ability to identify and work with a targeted client group. Through the use of working groups and processes such as caseload reviews, PAYP partners were able to increase their level of knowledge about their clients and in some cases discover new potential clients. For example, one LDA reported how by holding regular strategy and case reviews, both it and its partners were able to identify young people that had previously 'slipped through the net'. Through the open sharing of information these meetings also enabled the various partners to fill-in gaps and gain new insights about the young people they were already working with. The use of agreed data sharing protocols were essential to enable this sharing of information.

2.3.5 Where partnership arrangements were in place and worked well, agencies were able to complement or enhance their service delivery by working with partners to offer access to, or signpost their client groups to suitable services.

Case Study 13

The LDA in a large city in the North West developed a good working relationship with the local Police which enabled beat officers to refer young people to PAYP that they thought might benefit from taking part. Through consultation with Police Officers a 'street referral pad' system was setup to help identify young people at risk of offending at targeted locations, which was also linked into other community safety initiatives such as Anti-Social Behaviour Contracts (ABCs), and Section 30 Dispersal Orders.

The contact details of identified young people were recorded using the street referral pad and passed onto the LDA for review. The young people would be given a flyer describing PAYP with a contact number, and stating they had been given this as the officer thought it may be of benefit to them. This allowed the Police to offer the young people an alternative to hanging around the streets when issuing Section 30 Dispersal Orders.

800 young people were referred through this system, 103 of which were unemployed, 274 non-school attenders, 112 involved in crime, and 68 had ABCs.

The Police identified a number of benefits to themselves from this system: it was simple, helped allocate resources appropriately, was targeted at the right young people, promoted a more positive relationship with the young people, offered the young people support, and complemented enforcement.

2.3.6 Good partnership arrangements were often the difference between being able to run an activity and not, as the limited budget allocations in many areas meant that LDAs needed to be innovative or rely upon the goodwill of their partners. For example a college based in the South West provided the LDA with free access to some of its facilities such as an outdoor centre for residentials. While in London the LDA was able to access an activities bus provided by a partner, to deliver activities locally to young people.

2.3.7 The use of secondments, typically Key Workers, was helpful in developing partnerships. By hosting staff within partner agencies, the profile of PAYP was kept prominent, information sharing was improved, and referral partners or activity providers were able to draw upon the knowledge and resource of the Key Worker directly (e.g. reducing inappropriate referrals to PAYP by discussing the suitability of young people with hosted/seconded Key Workers prior to referring). While the Key Workers in turn could draw upon the expertise and access to young people that may not otherwise have been possible e.g., the placement of Key Workers/PAs within schools and YOTs.

2.3.8 PAYP was also thought to have contributed to capacity building within the regions. At a very basic level, a number of agencies reported that they would not have been able to continue without funding from PAYP. On a more sustainable level, PAYP often required a change of working practice by some agencies, forcing them to become more 'business-like' in their day-to-day running, with the need to supply outcome measures etc. Larger organisations within the partnerships, such as the LDAs, would where required provide assistance to smaller partners, to help them complete tender applications etc.

2.3.9 The above benefits were considered to be timely with the move towards Local Area Agreements and Children Trusts on the horizon. At the GO and LDA levels PAYP was seen as paving the way forward for the relevant organisations (e.g. Social Services, YOT, Connexions), so that the transition to a Children's Trust would be smoother through the creation of appropriate local networks. Additionally, the changes in working practices inculcated by PAYP were believed to be vital preparation for Local Area Agreements, by introducing the need, and ability for organisations to work in a targeted, evidence based manner. PAYP also provided clear evidence of the ability of

the voluntary and community sector to effectively work with statutory agencies, and the extra value such inclusive arrangements can offer.

3. Management of the Programme

3.1 Regional

3.1.1 Although to some extent the operation of Summer Plus in the summer of 2002 was a "dry run" for PAYP, and experience in rolling out Splash and Splash Extra had also been of value, there was a consensus that the early stages of setting up PAYP were marred by a lack of experience at the centre of partnership working, which meant that the OSG was feeling its way through a good many "process" issues at the same time as it was trying to solve operational ones. A key "process " issue was the extent to which representatives felt they could contribute to decision making without referring back to (more senior) colleagues in their home department. This was seen to make decision making quite iterative and often reactive. Problems were compounded by the OSG being asked to support detailed operational decisions which detracted from its ability to develop a strategic role for itself. In turn, problems with the MI meant that many early decisions were made without adequate information about progress to date.

3.1.2 In hindsight OSG members say they recognised that the early stages of the roll-out of PAYP needed a larger dedicated and empowered resource which had input at an operational level for the participating departments i.e. a separate unit with secondees from all the sponsoring departments. This is not to detract from the considerable achievements made in setting up a large and complex programme which allowed for considerable local flexibility to allow different approaches and meet local needs.

3.1.3 A number of key changes were introduced towards the end of Year 1 to address the management of PAYP at the Regional level. Primarily changes were made in the structure of the body overseeing PAYP at a departmental level, improvements in the PAYP MI, and a change in the support contract for PAYP.

3.1.4 The restructuring of the management of PAYP towards the end of Year 1 saw the creation of the OMG, replacing the OSG as the body responsible for oversight of PAYP. The restructuring also saw the DfES take a greater lead role. The move to a DfES lead role coincided with changes in the DfES staff involved in PAYP, with more project management experience being brought to bear.

3.1.5 The DfES team recognised that issues with the PAYP MI data available to the OMG (a number of LDAs had entered data sporadically resulting in

significant gaps) had hindered its ability to respond effectively to issues at LDA/delivery level. A series of Performance Review meetings were therefore introduced to enable the DfES to better monitor PAYP. While changes to the PAYP MI system had increased its utility as a management resource for LDAs, resulting in improvements in data returns by the LDAs, which in turn increased its utility to the OMG.

3.1.6 Initial guidance issued to Regional Managers had been considered by the Regional Managers to not be explicit or clear enough. Concerns about the guidance had been exacerbated by delays in receiving clarification. In the view of Regional Managers and LDAs too much of the programme appeared to have been decided, or information passed on at the last minute. The impact of this was felt further down the chain with LDAs often unable to plan appropriately (e.g. staff recruitment and retention, activity procurement with Activity Providers not sure whether they would be retained and being forced to accept non-PAYP contracts). A process of reiteration and clarification of the guidance was pursued by the new OMG to address this.

"The previous guidance was just headlines without any process behind it… how you achieve the guidance. There wasn't enough support to backup the guidance."

"No-one had the answers to the questions you asked. Cap Gemini would say they would ring you back and you would wait for two to three days for a reply as an answer had to be sought from the DfES."

3.1.7 As with the restructuring of the OMG with a greater emphasis on project management experience, some restructuring at the Regional Manager level was introduced at the end of Year 1, with a move towards employing Regional Managers with contract management experience rather than the previously sought practitioner experience.

3.1.8 Operational support to Regional Managers and LDAs in Year 1 had been provided by Crime Concern via a contract with Cap Gemini. Concerns expressed by Regional Managers and LDAs over the promptness and availability of the support saw a renegotiation of the support contract, with support now contracted directly from Crime Concern.

Role of Government Office

3.1.9 The size of the PAYP programme meant that elements of the day-to-day running of the programme were devolved to staff at Government Offices. A PAYP Regional Manager (in the main secondees were from Local Government) was therefore recruited for each Government Office region to

oversee PAYP. The Regional Managers were responsible for the budget for the region, provision of support to LDAs and for the monitoring of service delivery against outcomes.

3.1.10 By locating this element of the management of PAYP within Government Offices, the Regional Managers were able to provide a much needed overview of the delivery of the programme, ensuring that delivery was coherent locally, while still meeting the targets set nationally.

3.1.11 The inclusion of a representative of Government Office within the OSG and latterly the OMG aided the flow of information both down from the OSG/OMG to the regions/LDAs, and up from the regions/LDAs to the OSG/OMG. The Regional Managers were therefore able to mediate between the centre's expectations of delivery against the reality of delivery at the local level. There was also a perception that issues identified at LDA level had more weight behind them when reported at a regional level than if reported back to the centre as individual LDAs.

3.1.12 The role of the Regional Manager in contract management was seriously underestimated not least because some Regional Managers chose multi layered contracting arrangements. This put considerable pressure on a group of secondees who, as stated above, were appointed on the basis of their experience of working with young people rather than their contract management or diplomatic skills.

3.1.13 Regional Managers also felt that they had to develop many aspects of the management of the programme from scratch. For instance, all Regional Managers developed their own form of contract for PAYP, when a model contract could have been developed centrally. Similarly, there had been issues about the role of Key Workers, data protection and the development of partnership protocols which could, Regional Managers believe, have been resolved earlier if there has been a clearer lead from the centre.

Funding

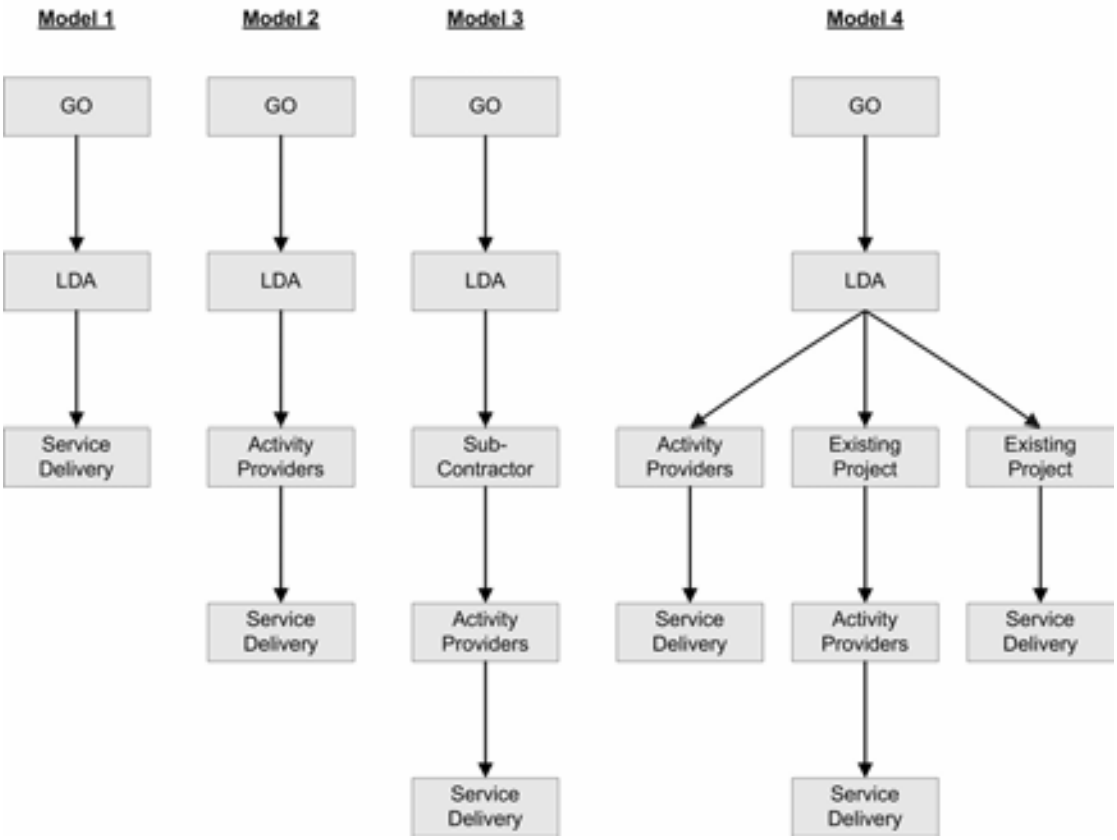
3.1.14 Although for many practical purposes the available funds could be viewed as a single pot of money – certainly at virtually any level below the GO - there were some concerns that DfES/HO funds were being accessed quicker than BLF money. In relation to the division between DfES/HO funds and BLF money, Regional Managers tended to pay early LDA claims from DfES/HO funds because they knew surplus could not be carried over, while there was an anticipation that unexpended BLF funds could be accessed later. This may actually be a welcome area of flexibility but it is systematic of unexpectedly long supply chains where LDAs, have their subcontracted

providers (who in turn may have subcontracted some of their elements). This was further complicated by the diverse range of organisations participating in PAYP, such as Local Authorities, which frequently work to a different accounting schedule to the one introduced by PAYP. These organisations are often unwilling to alter their arrangements (the funds available from PAYP are small compared to the typical Local Authority budget), resulting in delays in submission of invoices to the GOs.

3.2 Local

3.2.1 As PAYP was a national programme, the delivery of PAYP needed to meet the requirements of a range of settings (e.g. rural vs urban). A degree of flexibility was therefore built into the guidance on how PAYP should be delivered locally to allow it to meet those local needs and available resources. Based upon the data collected from the LDAs in the evaluation sample four models of local delivery were derived. A degree of overlap between delivery models was evident by some LDAs.

Figure 3: Local Delivery Models



3.1 **Delivery Model 1:** is the simplest Delivery Model, in this model the LDA recruits and employs the Key Workers, and is also responsible for service delivery. Two LDAs in the evaluation sample were categorised as Model 1.

3.2 **Delivery Model 2:** the LDA recruits and employs the Key Workers, while activities are purchased from Activity Providers who are invited to tender by the LDA. 11 LDAs in the evaluation sample were categorised as Model 2.

3.3 **Delivery Model 3:** co-ordination of PAYP is contracted out by the LDA to a sub-contractor. Either the LDA or the sub-contractor is responsible for recruiting and employing the Key Workers. As with Model 2, activities are purchased from Activity Providers who are invited to tender by the LDA sub-contractor. Six LDAs in the evaluation sample were categorised as Model 3.

3.4 **Delivery Model 4:** this delivery model was the most complicated. Here the LDA recruits and employs the Key Workers, but may also co-opt staff from existing projects (e.g. Youth Inclusion Projects, Behaviour Improvement Projects) to act as Key Workers. Where staff from existing projects were co-opted, PAYP funds were in this case effectively used to supplement the work of projects that were already working with the target client group, PAYP funds could be used to pay for activities or Key Worker support. Delivery of activities was provided by Activity Providers who were either contracted by the LDA or by the existing project. Delivery may also be provided directly by the existing project. Four LDAs in the evaluation sample were categorised as Model 4.

3.5 The decision by the LDA as to which delivery model was employed was based upon two main factors: the budgets allocated for Key Working and activities, and the availability of suitable provision locally. Where budgets were small or provision was limited, LDAs opted either for Model 1 or a variant of Model 4 where existing projects were co-opted. Where budgets were more significant or provision was more widely available Model 2 was the more common delivery model.

3.6 The effectiveness of the model employed was found to be affected more by the quality of the partnership arrangements in place than by the relative complexity of the model. However, the introduction of further complexity into the model inevitably introduced additional financial overheads for that delivery model.

Case Study 14

The problems associated with delivery of PAYP via a long supply chain were highlighted in one area where PAYP was targeted at young people on a local estate.

The LDA employed a service provider to oversee PAYP activities, who in turn held a service agreement with a separate Activity Provider. The Activity Provider was an educational establishment overseen by a District Community Tutor. In this capacity, PAYP was run in a purely educational context, and Key Workers only received support and facilities during school hours and school term-time. Moreover, the Activity Provider had excluded a number of young people from the programme for being too disruptive, and therefore PAYP was not addressing the needs of those young people that required it the most.

This convoluted and rigid approach to delivering PAYP meant that the local Key Workers had great difficulty in supporting the young people on the estate, and little scope for building partnerships with local providers. There was also little in the way of strategies to re-introduce the young people back into mainstream education or work.

3.7 Delivery of PAYP at the LDA level was found to be most effective in those LDAs where good partnership arrangements were in place. The creation and use of local steering groups, consisting of key local players, helped to develop the necessary partnership arrangements. Steering Groups were beneficial in fostering buy-in by partners at the planning stages of PAYP, and could help keep the required level of engagement through the sharing of relevant information among partners. A 'withering on the vine' occurred in some LDAs where time commitments meant that attendance at Steering Group meetings gradually decreased to the point that the groups were Steering Groups in name only.

PAYP Management Information System

3.8 A key element of the management of PAYP locally was the collection of data on the young people participating in PAYP and any subsequent outcome data. LDAs were required to record the data collected on the PAYP MIS.

3.9 In the early stages of the evaluation LDAs reported high levels of dissatisfaction with the PAYP MI as initial iterations of the MIS did not sufficiently take into account the data requirements of the LDAs (limited or no option for local report generation). This resulted in a resistance to data entry which caused the majority of LDAs to resort to double data entry to

enable them to track and monitor the progress of PAYP. This was compounded by confusion over which young people needed to be entered onto the MIS.

3.10 Subsequent iterations improved upon this, offering better reporting functions to LDAs increasing its utility to the LDAs, to the stage that nearly all LDAs felt able to stop double data entry and use the PAYP MIS to monitor PAYP. It was argued that the introduction of a national template for data collection, based on PAYP MIS data fields, would have helped to reduce the amount of unnecessary duplication of data entry that occurred.

4. Targeting and Recruitment

4.1 Targeting

4.1.1 A key element of PAYP was the decision at the outset of the programme to make PAYP a targeted one rather than an open access programme. With this decision an additional criterion for measuring the success of the programme was introduced i.e. did the programme actually reach its target client group. When designing their PAYP programmes LDAs therefore needed to build in appropriate targeting and recruitment processes to ensure that they were able to reach, and work with PAYP's designated target client group - 'at risk' young people aged 8-19 years. However, as we note earlier in Section 3, the evaluation found that in the first year of PAYP a degree of confusion was evident at the LDA level, with a number of LDAs operating open programmes with the aim to attract large numbers rather than the expected targeted programme.

"In the first year we thought the idea was to get as many young people taking part as possible. There seems to have been a change this year, but it's taking time to shift our ways of working."

4.1.2 The position centrally from the OMG was that the programme had always been a targeted one, focusing on 'at risk' young people. The range of agencies employed across PAYP as LDAs (e.g. Youth Services, Connexions Partnerships, YOTs, and voluntary sector organisations) meant that a range of different working practices and ethos' were introduced into the mix. While organisations such as the YOTs are used to running evidence based targeted programmes, the need to do so for many of the LDAs could be both new, and more importantly, opposite to their working practices, especially for those organisations based around an open access ethos such as Youth Services.

4.1.3 It is also not clear to what extent the short lead-in time to the launch of PAYP also contributed to the above confusion, but it is likely that this was a factor. LDAs were under significant pressure to get PAYP up and running in a short time, and in many cases ran with 'what they knew', building upon prior Summer Activity programmes that they had run which may, or may not have been open access.

4.1.4 As clarification over the targeted nature of the programme filtered down from the OMG to LDAs in Year 2 of the programme a degree of reshaping at the LDA level was required. The evaluation noted a dramatic reduction in the number of open programmes across PAYP in Year 2, with a tightening up on

recruitment and targeting processes through the use of risk matrices and clearer more structured referral processes. The improvements noted can also be attributed, to a degree, to a better understanding of the aims and objectives of PAYP by both the LDAs and their partners as PAYP became bedded in locally, and communication between partners improved.

4.1.5 The move away from open programmes to targeted ones was also facilitated by the adoption of more strategic approaches to targeting and recruitment, through improved partnership arrangements e.g. the creation and/or use of LDA area level steering groups and better use of existing local strategy groups such as Crime Reduction Partnerships, and Drug and Alcohol Action Teams (DAATs).

4.1.6 Targeting and recruitment practices were found to fall into three broad categories:

I. The first category was where targeting and referral was highly structured and supported by appropriate procedures, forms and multi-agency working. All parties were aware of their responsibilities and local 'at risk' categorisations had been implemented. These practices were highly robust and ensured that the right young people were recruited onto the programme. 60-75% of projects implemented this approach, almost doubling from the end of the first year to the start of the second year of the programme. For the most part, Key Workers were tasked with liaising with partners and the extent partner agencies referred was dependent on the degree to which a strong relationship was established.

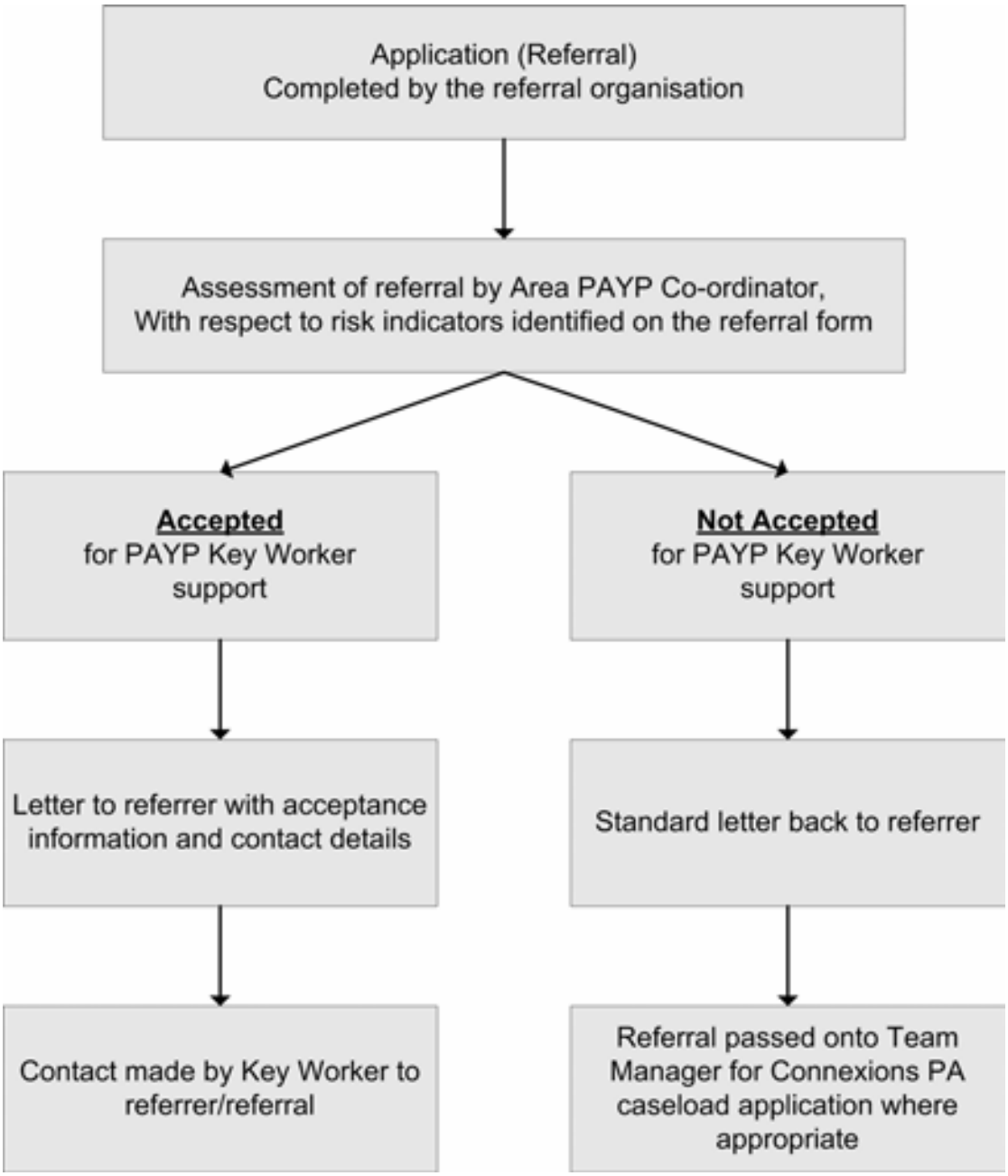
II. Those projects and programmes in the second category purported to be liaising closely with partners in the targeting and referral of young people and stressed that referrals came from specified agencies, institutions and organisations. However, these practices were not formalised and no documentation supported the process. Arguably these practices were not as robust as those in Category I as they were more implicit than explicit. This approach was easier to 'unpack' in smaller or rural areas where contact between the few existing key players was frequent. These areas also seemed to have less resources available to develop more formalised procedures. Approximately 20-30% of projects implemented this approach.

III. The third category are where funds were supplied to provider organisations, usually located within specified hotspot locations, to recruit young people from within the vicinity. These providers were frequently in contact with the young people locally and used PAYP

funds to augment existing provision. 90% of the sample were implementing geographical targeting to some extent. However, areas that adopted the more structured approach tended to be more specific about their geographical targeting as well.

4.1.7 Figure 4 provides an example of a model referral process employed by a Connexions LDA in the evaluation sample.

Figure 4: Model Referral Process.



4.1.8 The above model provides a clear structure and flow for the referral and targeting process, with good communication between referrer and LDA maintained throughout the process. As with any such process, the maxim of

garbage in – garbage out is applicable. Without the provision of quality and pertinent information from the referrer at the application/referral form stage, the decision as to whether the applicant is suitable for PAYP will be suspect. In recognition of this, the LDA in question took proactive steps to ensure the quality of information received e.g. the use of presentations to referral agency staff outlining the aims and objectives of PAYP, and the production of clear, concise referral forms.[58] With the quality of the referrer information assured, the next stage of the referral process, assessment of eligibility, could be undertaken. The LDA facilitated the decision process by employing a risk matrix to score each young person against the PAYP 'at risk' categories. By applying a risk matrix the LDA was also able to gain a preliminary indication of the level, and what type of support the young person required, or whether the young person may pose a possible threat (e.g. a history of inappropriate sexual behaviour, or physical violence) to other young people on PAYP activities. This information could then be passed onto the relevant Key Worker to assist in the development of an action plan for the young person.

Targeted versus Open Programme

4.1.9 The objectives set for PAYP: to reduce crime and antisocial behaviour, and to support children and young people back into education or training, required that PAYP work with those young people engaging in crime and/or truancy i.e. the 3% of young people responsible for a quarter of all youth crime.[59] A targeted approach to service delivery was therefore both desirable and necessary if those young people who could most benefit from participating in PAYP were to be engaged.

4.1.10 Although LDAs and partner agencies in PAYP could see the benefits of a targeted approach, some concerns were raised, as the targeted approach was considered to introduce some issues and challenges that a more open approach would not have. The primary concern was that by targeting young people 'at risk' of crime, PAYP tended to stigmatise those young people taking part as "troublemakers". This had knock-on effects for the marketing of PAYP and recruitment, with many parents reluctant for their sons and daughters to participate as doing so was thought to confirm their status as troublemakers. Initial contact with parents therefore needed to be handled sensitively if parents were to be brought on board, particularly for those parents that were unaware that their son or daughter was perceived as being 'at risk'. Public concerns over anti-social behaviour meant that negative images of young people were never far from the front page of the media, and LDAs were conscious that they needed to make sure that PAYP

[58] See Appendix B: PAYP Documentation.
[59] Graham, J. and Bowling B. (1995). *Op cit.*

should not be seen by the public as rewarding bad behaviour. A view picked up on by many young people that applied to join PAYP after learning about PAYP from their peers already on the programme, and denied a place as they did not meet the eligibility criteria, as they were not deemed 'at risk' enough.

4.1.11 On a more practical level, the targeted approach in contrast to the open approach meant that LDAs and Activity Providers had a smaller population within which to recruit, requiring more effort to recruit sufficient numbers to reach their agreed targets. While the target client group specified was itself a challenging one, presenting a range of issues (chaotic lifestyles, hard to engage, disruptive behaviour, and possible drug/alcohol issues) that required a greater level of support and supervision, and therefore greater cost, than was likely to be presented by clients eligible for an open access programme.

4.2 Recruitment

4.2.1 As we note above, PAYP as a targeted programme required that the young people engaged on the programme should meet the target criteria of being 'at risk'. Data from the PAYP MI shows that 85% of the young people participating in PAYP between 2003 and 2006 were classed as being 'at risk' (see Table 2, page 15). As we note in paragraph 2.2.1 LDAs reported that a limited number of PAYP activity places were allocated to peers or siblings of 'at risk' young people on the programme in order to either encourage the young person to take part in PAYP, or assist in their continued attendance, accounting for the remaining 15%.

4.2.2 A breakdown of referral source for all participants between 2003 and 2006 recorded on the PAYP MI is provided in Table 12 overleaf, and shows that the primary source for referrals was the Youth Service, accounting for over a third of all referrals.

4.2.3 The number of Self Referrals was highlighted as a cause for concern by the DfES during the course of the programme, as this was thought to be an indication that LDAs were not targeting and recruiting young people appropriately. Self Referrals were around 20% in Year 2, but concerted efforts to reduce these numbers saw the number of Self Referrals drop to around 7% in Year 3, giving an overall figure of 15% for the period 2003-2006.

Table 12: Participants' Referral Method 2003-2006

Referral Method	Freq.	%age
Youth Service	107,897	37.2%
Self Referral	44,584	15.4%
Schools	28,492	9.8%
CXP	25,219	8.7%
Not Disclosed	16,949	5.8%
YOT	12,830	4.4%
LEA	12,575	4.3%
YIP / YISP	9,555	3.3%
Social Services	8,207	2.8%
BIP / BEST Teams	6,093	2.1%
Other	4,049	1.4%
Police	3,185	1.1%
EWO	2,260	0.8%
Children's Fund	2,001	0.7%
Careers	1,723	0.6%
Health	1,003	0.3%
Homeless Agencies	956	0.3%
ASBO Teams	731	0.3%
DAAT	511	0.2%
Leaving Care Teams	484	0.2%
Probation Service	220	0.1%
Training Provider	199	0.1%
College / University	30	0.0%
NOF	1	0.0%
Totals	**289,754**	**100.0%**

4.2.4 Due to the nature of the target client group, there is an expectation that agencies working with this client group (e.g. YOTs, BIP and BEST Schools) would be prominent sources of referrals. Consultation with the LDAs in the evaluation sample found that 95% of LDAs stated they took referrals from YOTs, and 65% took referrals from BIP and BEST Schools.

4.2.5 Table 12 shows that the overall number of referrals from these sources was in fact relatively low, accounting for only 6.5% of all referrals. Referrals from other key agencies (e.g. Police, Social Services, and ASBO Teams) were also lower than would be expected making up only 4.2% of all referrals.

4.2.6 Referral generation was facilitated in those areas where good working relationships with partners were either in place or cultivated. An inability to foster such a working relationship by one LDA with its local YOT resulted in the LDA receiving so few referrals, that the LDA was unable to meet its agreed target numbers, and was subsequently removed as the LDA by the GO Regional Manger. Recruitment was also impacted by local political issues (e.g. the restructuring to Children's Trusts, and/or the loss of Splash) in some LDA areas.

4.2.7 The relative dominance of one referral source and low number of referrals from key agencies are possible indications of a failure by LDAs to sufficiently engage their partner agencies, leading to an over-reliance on limited referral sources. We would however caveat this assumption, as recording limitations of the PAYP MIS meant that only one referral source could be recorded against each young person, irrespective of whether referrals were made by more than one referrer, and without guidance as how to prioritise which referrer should be recorded on the PAYP MIS, variations across the LDAs will have occurred as to which referral source was recorded.

Table 13: At Risk Categories for PAYP and Other Key Worked Young People 2003-2006

At Risk Category	Freq.	%age
Nuisance PAYP area	41,293	24.4%
Involved in negative peer group	32,324	19.1%
Geographically Targeted	24,719	14.6%
Nuisance / antisocial behaviour	11,653	6.9%
Exclusion	6,919	4.1%
Engaged in YOT	6,437	3.8%
Not disclosed	5,793	3.4%
Learning Difficulty / Disability	5,766	3.4%
Truant	4,866	2.9%
Arrested 12 months	3,662	2.2%
Non-Attender / Early Leaver	2,880	1.7%
Not Registered in School	2,701	1.6%
Sibling / Family offending	2,644	1.6%
Substance Use	2,635	1.6%
In Care	1,820	1.1%
Statement of SEN	1,784	1.1%
Convicted 12 months	1,723	1.0%
Not Disclosed	1,379	0.8%
Previous Convictions	1,309	0.8%
Asylum Seek / Ref	1,181	0.7%
Child Protection Register	1,108	0.7%
Young Carer	1,014	0.6%
Received YOT disposal	897	0.5%
Care Leaver	660	0.4%
Teenage Parent	553	0.3%
Other referral	465	0.3%
Previous Custodial Sentence	296	0.2%
Referrals / contact Social Services	259	0.2%
Permanent exclusion	183	0.1%
Fixed term exclusion	160	0.1%
Known offender not YJS	129	0.1%
Voluntary parental agreement	118	0.1%
SS involvement siblings	75	0.0%
Subject to care order	56	0.0%
Remand to LEA accommodation	2	0.0%
Totals	**169,463**	**100.0%**

4.2.8 The PAYP MIS data on the 'at risk' categories recorded against young receiving Key Worker support from PAYP Key Workers or Key Workers from 'Other' agencies is summarised in Table 13. As with the PAYP MIS data on "Referral Source", the "At risk Categories" data needs to be examined in context. PAYP was partly a direct response to high levels of street crime. Incidences of street crime were therefore used as a factor to calculate funding allocations to LDAs for PAYP. Appropriate targeting of service delivery was therefore likely to engage large numbers of young people engaged in street crime or antisocial behaviour. The high levels of "Nuisance PAYP area"[60] recorded as a risk category are to be expected if we also take into account that up to three 'at risk' categories could be recorded against a young person. In addition, in Years 2 and 3 of PAYP, LDAs were informed that "Nuisance PAYP area" should not alone be sufficient to confer eligibility for participation, and that additional risk criteria also needed to be evident, and recorded.

4.2.9 There is strong evidence to suggest that the most popular approach to recruiting young people onto PAYP was a geographically based one, with two of the top three 'At Risk Categories', ("Nuisance PAYP area" and "Geographically Targeted"[61]) clearly having a geographical basis. As we note above, the emphasis on street crime and in some cases the relatively small budget available to deliver PAYP, necessitated that LDAs concentrate their service delivery on known crime 'hot spots' to maximise their cost effectiveness. Over 90% of LDAs in the evaluation sample stated that they conducted geographical targeting to recruit young people, and where possible drew upon local crime surveys and Geographical Information Systems (GIS) mapping to identify the relevant 'hot spots'.

4.2.10 Recruitment of young people was complicated for those LDAs with an inner city remit due to the range of diverse ethnic communities, and large number of different languages spoken. This was found to be a particular issue with regard to correspondence and the collection of documentation such as parental consent forms, as LDAs had insufficient funds to translate the relevant paperwork. However, in one instance this was exacerbated by the application of, in the evaluation's view, unnecessary bureaucracy with regard to paperwork i.e. the LDA in question stipulated that its Key Workers were not to contact potential participants to PAYP until the parents of the young person had returned a consent form mailed out to them by the LDA. This stipulation introduced an unnecessary delay in the recruitment process due

[60] Young people who are, or at risk of causing a nuisance in a PAYP area.

[61] Defined by the DfES as *"those young people accessing the programme through the attendance of activities in particular geographic hot spot areas, often related to self referred young people. Geographically Targeted is not a risk in itself, however the associated risk characteristics provide the reason for targeting that location".*

to the fact that the correspondence from the LDA was sent out in English only while the ethnic diversity of the area, with over 80 different languages spoken, meant that for many of the parents contacted English was not their first language.

4.2.11 In order to engage young people from culturally diverse backgrounds the evaluation found LDAs where possible, attempted to partner with existing projects or agencies that either reflected the cultural diversity of the area, or were already working with young people that matched the PAYP target client group. By doing so, LDAs were also able to ensure that they were addressing PAYP's community cohesion objectives.

4.3 Targeting and Recruitment Good Practice

4.3.1 The success of the targeting and recruitment elements of a programme such as PAYP are primarily dependent upon two factors: awareness and quality of information.

Awareness

4.3.2 At a very basic level, the multi-agency approach adopted by PAYP required that partner agencies should be aware that PAYP was, (a) running, (b) what PAYP offered, (c) seeking referrals, and (d) who could be referred. Steps taken by various LDAs to raise awareness of PAYP included:

- Tapping into local strategic groups (e.g. Crime and Reduction Partnerships) to promote PAYP to the group members. LDAs that were successful in generating referrals were typically the most proactive in promoting PAYP, joining in the words of one LDA interviewed *"every local steering group or committee under the sun"*.
- Presentations by Key Workers and young people participating in PAYP etc to partner agencies e.g. at team meetings.
- Secondment of Key Workers to partner agencies to promote PAYP within the host agency.
- Building on existing brands. Rather than start from scratch with a new brand name that was an unknown quantity locally, an LDA in the North West promoted PAYP under the Splash banner in Year 1, a recognised programme name that had been run successfully the year before. As awareness of PAYP grew, the programme was promoted as PAYP in Years 2 and 3.

Quality of information

4.3.3 Good quality and accurate information is required if decisions as to how the programme is delivered are to be made on a sound basis. Examples of good practice with regard to both the securing and sharing of quality information were:

- Use of local strategic groups. By accessing local strategic groups LDAs were able to draw upon additional local knowledge such as prior crime surveys to identify crime hot spots, and foster positive relationships with local key players.
- Use of GIS mapping to identify local crime hot spots and/or places of residence of PAYP participants to target recruitment and service delivery accordingly.
- Location of Key Workers within partner agencies to facilitate information sharing and partnership working.
- Clear and sensible referral forms with supporting material explaining roles/expectations.
- Presentations by LDA staff to referrers and partners.
- Use of risk matrices to ensure that the correct young people receive places on the programme.
- Use of appropriate assessment tools to determine the level of risk and needs of the young person (e.g. ASSET, APIR, ONSET).
- Case reviews to encourage buy-in by referrers (facilitating information sharing and in many cases brought additional young people in need to attention of relevant agencies that would otherwise have slipped through the net).
- Use of agreed data sharing protocols to encourage and facilitate sharing of information between partners.

Additional Targeting and Recruitment Good Practice

4.3.4 In addition to good practice relating to awareness and information quality, more general targeting and recruitment good practice was identified:

- Production of Action Plans to monitor the young person's progress and encourage buy-in by the young person.
- Development of partnerships with agencies that reflect the cultural diversity of the area already working with the target client group to facilitate recruitment and/or service delivery.

- Use of recruitment cut-off points i.e. a time limit within which to recruit the young person onto PAYP, to ensure that Key Worker time is employed effectively.[62]
- Source referrals from schools whether that be a Key Worker placed in the school, a school-based Connexions PA or a teacher.
- Use of peer groups or young mentors e.g. an LDA in the evaluation sample reported that it was common practice to send a young person already on PAYP along with a Key Worker to initial contact meetings with potential PAYP recruits, to provide a young person's perspective on the benefits of PAYP.

[62] Analysis of PAYP MI data for a GO region that mandated Key Worked hours be recorded highlighted that up to 75% of the Key Workers' time with the young person was spent attempting to recruit them onto the programme.

5. Key Working

5.1 Overview

5.1.1 A key element of the PAYP programme was the inclusion of the Key Worker role which helped to distinguish PAYP from previous Summer activity programmes operated by the various Government departments. It can be argued that without the introduction of the Key Worker role, PAYP would have effectively been just another diversionary Summer activity programme. By building-in Key Workers to the programme, PAYP was able to offer the participating young people developmental opportunities, as well as the necessary support required by many, to be able to take-up those opportunities.

5.1.2 The definition of the Key Worker role was deliberately kept open by the DfES to allow each LDA to shape the role according to local need and available resources. Guidance issued to GOs and LDAs in 2003 described the Key Worker role as:

"Key Worker support should be targeted at an agreed number of those young people most at risk of becoming involved in crime in each of the LEAs (identified through the Youth Offending Teams, Connexions Partnerships (CXPs), authorities participating in BIP and other key partners). The Key Workers will help to involve the targeted young person in PAYP and manage their transition back into education, employment or training. The Key Worker for 13-19 year olds will most often be a Connexions PA. Allocations have been made to Connexions Partnerships for additional PAs to undertake this role."

5.1.3 Subsequent guidance issued in 2004 expanded slightly on the 2003 guidance, recommending that Key Workers should:

- Engage young people in the target group;
- Track young people's participation in PAYP, monitoring progress and recording outcomes using the MI database;
- Obtain parental consent for participation in activities;
- Assess the young people at an early stage using Assessment, Planning, Implementation & Review (APIR), if appropriate;
- Ensure the young people at risk have an individual development plan (as part of APIR or other), which is monitored and reviewed regularly;
- Ensure that young people have access to all relevant information, e.g. specialist advice on drugs or alcohol and a range of advice and guidance;

- Liaise with BIP mentors to provide on-going support to the target group and work together to bring re-engagement or another positive outcome.

5.1.4 In addition, the 2004 guidance recommended that Key Workers should be trained to a minimum standard[63], via training funds allocated by GOs. Due to the variations in regions and LDAs, it was anticipated that allocation of funds for training through GOs would allow training needs to be met flexibly, in partnership with support from Crime Concern to help identify any local training needs.

5.2 Recruitment and Training

5.2.1 The Key Worker role is a very demanding and skilful one, potentially covering a wide variety of issues (e.g. sexual health, drugs, family, conduct disorders), and consequently the recruitment of personnel with the necessary skills and experience able to fulfil the role was in a number of areas problematic, with many areas reporting a shortage of suitably qualified staff. The shortage of suitable staff was compounded in Year 1 of PAYP by the short lead-in time to the launch of PAYP, which meant some LDAs were unable to recruit their full complement of Key Workers for the initial Summer programme of activities, delaying the allocation of young people to caseloads. The requirement for all staff working with young people to possess a Criminal Record Bureau (CRB) disclosure introduced additional delays to the recruitment and deployment of staff.

5.2.2 To overcome the lack of Key Workers at the launch of PAYP, short-term contracts or agency staff were utilised by some LDAs. This practice was found to introduce additional complications with LDAs reporting difficulty in maintaining continuity of contact with the young people on PAYP, and hence the quality of the relationship developed was also found to have suffered. While the use of agency staff by an LDA operating in London resulted in the LDA having to buy their Key Workers out of the agency contract, in order to maintain continuity of contact.

5.2.3 The recruitment process itself was found to be a structured one, typically managed by the LDA, although a number of LDAs either subcontracted the Key Working element of the programme to a partner agency, and therefore the recruitment and line management of Key Workers, or recruited Key Workers in partnership with partner agencies. The majority of LDAs in the evaluation sample opted to keep the Key Worker element of PAYP within the

[63] What was a suitable minimum standard was not defined by the DfES guidance.

LDA. 95% of LDAs in the evaluation sample reported that they employed full-time Key Workers, with only 15% reporting the use of part-time Key Workers.

5.2.4 As no qualifications for the Key Worker role were specified variation was found as to whether appropriate qualifications (e.g. NVQ 2-4 in youth work or a related area) were stipulated, or whether suitable experience alone was deemed adequate. All areas reported that an ability to work with and engage young people was essential for the post.

5.2.5 The involvement of young people within the recruitment process of Key Workers was thought by the evaluators to be good practice, and was highlighted by areas where Connexions was the LDA. It is standard practice in Connexions partnerships for young people to run a separate interview panel that feeds back into the overall recruitment process, ensuring that new members of staff are able to engage positively with young people - and for many Key Workers interviewed this interview panel was a more stressful proposition than the adult interview panel.

5.2.6 Training of Key Workers was on the whole found to be good by the evaluation, with 95% of areas providing formal induction training, covering areas such as basic orientation, health and safety, and child protection. Ongoing training was also offered, but many Key Workers reported that due to their workload, they were unable to find time to take this training up.

5.2.7 A key concern for LDAs throughout the programme was their ability to retain staff. The fixed term nature of PAYP, i.e. three years, meant that those agencies employing Key Workers were at best only able to offer three year contracts.[64] The three year contract, coupled later with a degree of uncertainty over the future of PAYP with regards to Local Area Agreements, led to many LDAs losing Key Workers through the course of the programme. LDAs noted that the later in the programme staff left, the greater the difficulty they faced in replacing them, as the potential contract length available reduced as a direct consequence.

5.2.8 A high turnover of Key Workers was noted throughout the course of PAYP, with many Key Workers taking up job offers they perceived as being more secure. In some cases this turnover was exacerbated by the close links between the role of Connexions PA and Key Workers. For example, one LDA described how they had lost two Key Workers employed by Connexions, as the Key Workers had taken advantage of the Connexions

[64] This was also considered to be a reason why some suitable candidates for the role had not applied.

PA training offered to them as part of their standard training package to leave PAYP for employment as a Connexions PA.

5.2.9 A degree of 'burnout' may also have contributed to the turnover of Key Workers. PAYP targeted a client group that by their very nature were hard to engage and present challenging behaviour, which coupled with the long hours worked during the holiday/activity periods PAYP demanded a great deal from its Key Workers.

5.3 Key Worker Role

5.3.1 The evaluation found a degree of variation as to how the Key Worker role was implemented, both within and across LDAs in the evaluation sample, due to the non-prescriptive approach taken by the DfES guidance on the role. The primary variations in implementation were related to the manner in which the Key Workers were either employed or located. Three types of Key Worker were defined:

- Non-embedded Key Workers
- Embedded Key Workers
- Co-opted Key Workers

5.3.2 Non-embedded Key Workers were employed directly by the LDA, these Key Workers tended not to be attached to any specific project or partner agency, and generally used the LDA's offices as a base of operations.

5.3.3 Embedded Key Workers were employed by the LDA but were based or 'embedded' in projects or partner agencies (e.g. schools, YOTs, or Youth Service). The rationale for using embedded Key Workers varied. In some LDA areas Key Workers were embedded in order to benefit from existing networks, or to ensure that PAYP delivery was location specific and more targeted. While one LDA reported that their Key Workers had been embedded as the LDA offices were just too small to accommodate them all. Issues of line management and integration within the host project/organisation were a common concern for embedded workers, requiring clear guidelines on what the duties of the Key Worker were within the host project or agency, coupled with explicit line management arrangements. Where more than one Key Worker was embedded, the use of Key Worker Co-ordinators was found to be beneficial, providing the Key Workers with a single point of reference for line management.

Case Study 15

In a number of projects in the North Manchester area 'embedded' Key Workers were used to deliver the PAYP programme. One such programme, operated from a local High School, and used incumbent school 'mentors' as Key Workers to deliver an activity based programme over the school holiday period. These Key Workers reported clear benefits from such an approach in terms of building trust with the young people – with which they are in contact with all year around.

Moreover, Key Workers noticed a marked improvement in the behaviour and attitudes of those young people involved with PAYP. They reported that, while potential involvement in future activities did provide a key stimulus for such improvement (that is the 'carrot'), the impact of new found confidence and self respect derived from such activities should not be underestimated. For example, the young people enjoyed the opportunity of 'eating-out' at restaurants – ordering food, developing table manners and so on – a new experience for some on the programme, not only in terms of the activity itself, but also in relation to the perceived respect they received from adults – in this case the restaurant staff. As one Key Worker put it, *"being a part of PAYP gives them [the young people] the credibility that they would not normally have."*

The Key Workers felt that such improvements impacted positively on 'harder' measures of outcome in the short-term, and furthermore also proved sustainable beyond the young persons involvement with PAYP. They pointed to the close working between the PAYP team and other 'hand-over' agencies such as those that make up the Behaviour and Education Support Team (BEST) as an example of why this result should be expected. For example, the Key Workers reported that staff from BEST readily contacted them to discuss the particular issues of each young person. The use of embedded Key Workers, they felt, facilitates such close working, since an understanding of the existing system and working with others within that system had been developed over many years.

5.3.4 Co-opted Key Workers are staff employed by existing projects (e.g. BIPs and YIPs) who have been 'co-opted' by the LDA to act as Key Workers. These Key Workers were in some instances working on existing projects run by the LDA or partner agencies with project goals and client groups that coincided with PAYP. As with embedded Key Workers line management and integration issues were found. The use of co-opted Key Workers was

found to be a popular strategy for those LDAs operating with a limited budget, as it offered the possibility to offset the cost of Key Worker support to either existing programmes within the LDAs control or to the host agency/project.

5.3.5 Despite identifying three 'types' of Key Worker, the evaluation found that the actual duties performed by Key Workers were on the whole common across the evaluation sample.

5.3.6 All Key Workers were found to be involved to some degree with:

- Liaison with partner agencies (referral agencies, activity providers).
- Recruiting young people onto PAYP.
- Engage young people in target group.
- Signposting - to other agencies where required, and to other provision where available.
- Administrative duties, e.g. collection of parental consent forms, tracking and recording data on the young people.
- Challenge the behaviour of the young people where appropriate and required.
- Positive role model for young people.

5.3.7 While, most but not all, Key Workers were involved in:

- Supporting young people, and facilitating the personal development of the young people whilst on PAYP.
- Designing activity programmes for young people.
- Participating in activities with young people.
- Assessment of young people's needs, and production of appropriate action plans.
- Regular case reviews to assess progress of young people on the caseload.
- Advocacy role - e.g. providing supporting evidence for court cases.

5.3.8 Where variations in the role were evident, the major difference was the extent that Key Workers were engaged in active support of the young person or were involved in 'administrative' duties such as liaison with partner agencies, data entry or developing activity programmes. Key Workers with a primary focus on supporting young people tended to be more qualified and experienced than those Key Workers with an 'administrative' role. Differences were also noted in the level of remuneration, with support Key Workers offered higher levels of remuneration compared to the 'administrative' Key Workers.

Case Study 16

An LDA in the evaluation sample responsible for provision over a large, mainly rural, geographical area reported that its funding allocation for Key Workers was sufficient for only three full-time Key Workers at Level IV Connexions PA level. The LDA considered this as insufficient and would fail to provide the degree of geographical coverage that it required.

The LDA therefore opted to employ a larger number of staff at Level II Connexions PA level to ensure an appropriate geographical coverage was achieved. The Level II Key Workers employed by the LDA were located in offices across the LDAs area, and tasked with providing a co-ordination role for the programme e.g. liaison with Activity Providers and Connexions PAs, processing of referral forms, and ensuring that young people attended activities by chasing them up or facilitating transport arrangements where necessary.

Pastoral support for the young people on PAYP was provided by Level IV Connexions PAs, and was not funded from the PAYP budget, but from the Connexions core budget, as it was deemed that the PAs were acting within their core Connexions role when providing support. Pastoral support was also available from the relevant Activity Provider and the young person's referring agency, as the 'contract' entered with the referring agency expected the referrer to maintain an ongoing working relationship with the young person. This relationship was facilitated through the use of regular case reviews, where information on how the young person was progressing was shared by the referrer and the LDA.

5.3.9 In many LDAs the Key Worker's role was found to develop over the course of the programme e.g. although not specified in the guidance, many Key Workers found that their work supporting young people inevitably led to greater contact with parents, offering them support or signposting appropriate services. This progression should not come as a surprise, as the issues faced by many of the young people that took part in PAYP will have been inextricably linked to those faced by their parents. However, this progression does have ramifications for the level and type of training that is offered to Key Workers or similar youth work professionals.

Case Study 17

J had not attended schools for nearly a year and was referred to PAYP by a referral partner. Without a contact telephone number the Key Worker was unable to make contact with K despite three home visits, however calling cards were left on each occasion. J's sister phoned the Key Worker and explained that J had been sleeping at a friend's house, but was now living with her due to family issues at J's home.

The Key Worker arranged a home visit to establish J's welfare. With J's consent relevant agencies were consulted by the LDA regarding J's situation. J agreed to become involved in PAYP activities, attending a gym weekly and other one-off PAYP activities. The Key Worker was then able to build a relationship with J through the PAYP activities and discovered that J's poor attendance at school was due to his low level of literacy. This was a source of embarrassment for J which had prompted him to develop avoidance behaviours.

The Key Worker advocated on J's behalf to assist in creating a supportive environment for J to address his literacy skills. The advocacy work included setting up meetings with J's registered school to arrange some ongoing regular support. A Pastoral Support Programme was set up for J, and with J's agreement a placement at a local training agency, offering life skills as well as 'hands on' training in practical and manual careers, was found.

5.3.10 For the majority of Key Workers, the core of the Key Worker role was the support of, and development of a positive relationship with the young people on their caseload - which for many young people was their first positive relationship with an adult in their life. Two factors were found to have a direct influence on the Key Worker's ability to do this: caseload numbers, and administrative overhead.

5.3.11 Caseloads were found to vary between 10-30 young people, with the average caseload being 25 young people. One LDA reported caseloads exceeding this, with up to 60 young people per caseload, which the LDA argued was a consequence of the success of PAYP. To ease the impact upon the pastoral support offered to the young people, the LDA stated that activity provision had been carefully selected to, wherever possible, contain personal development work, reducing the need for one-to-one work with the Key Workers.

5.3.12 The administrative overhead of PAYP was in some instances quite substantial, with areas reporting that administrative tasks could account for up to 70% of Key Worker time, leaving only 30% of the Key Workers time for supporting the young people on their caseload. Typical administrative tasks included: processing referrals, liaison with partners, organising activities, chasing up young people, and MI data entry. The insistence by some LDAs that all MI data be double-entered i.e. entered on the PAYP national MI as well as any local MI systems no doubt contributed to this administrative burden. The administrative burden was found to be lessened in those LDAs where dedicated data entry teams were employed, however, the variations in funding allocations available to LDAs meant that this was not an option available to all LDAs.

5.3.13 The success of PAYP was dependent upon the ability of the LDA to effectively work with its partners, be they referrers, or Activity Providers. A number of different approaches were noted as to how LDAs employed Key Workers to promote and facilitate these partnerships. At the outset of PAYP and periodically thereafter, Key Workers ran presentations to staff at partner agencies to promote PAYP and offer guidance as to which young people were eligible to participate in PAYP. Data sharing or caseload reviews with referrers and Activity Providers provided an opportunity to keep all partners up to date on current caseloads and help identify potential new clients - the evaluation was told that one side benefit of these reviews was that young people that may have 'dropped off the map' were also identified and brought to the attention of the relevant agency. While the use of 'embedded' Key Workers ensured that through placing Key Workers within partner agencies, partners had direct access to PAYP, and remained to the fore.

5.4 Key Working Process

5.4.1 The Key Working process employed by the LDAs in the evaluation sample consisted of eight stages:

i. **Referral:** information on identified young people that the referrer considers may benefit from participation on PAYP forwarded to the LDA, typically via a Referral Form.
ii. **Assessment of eligibility and allocation:** review of the supporting material/referral form by the LDA to determine whether the young person meets the eligibility criteria and/or level of 'at risk'. If the level of risk is sufficient and eligibility criteria met, allocation of the young person to a Key Worker's caseload.
iii. **Initial contact:** referred young person contacted by allocated Key Worker.

iv. **Assessment of need and production of (optional) action plan:** assessment of need via informal or formal assessment (APIR, ASSET, ONSET).
v. **Engagement:** engagement of young person in PAYP activity programme and provision of pastoral support where required.
vi. **Review:** periodic review of progress of young person.
vii. **Exit strategy:** where appropriate gradual withdrawal of Key Worker support to ease the transition off PAYP.
viii. **Tracking:** periodic follow-up contact with young person to monitor progress since leaving PAYP.

5.4.2 All of the sample LDAs purported to follow the model above, but only two LDAs explicitly implemented the model. Some differences in approach were noted with regard to stages vii and viii, with 45% of LDAs reporting the use of a defined exit strategy, while other LDAs recognised that a degree of fluidity was inevitable due to the voluntary nature of the programme resulting in young people dropping in and out of PAYP. Generally tracking of the young person once they had left PAYP was practiced more consistently in areas where Connexions was the LDA, due to Connexions' 13-19 years age remit.

5.4.3 A full assessment of the quality of the Key Worker intervention was not feasible due to the lack of data on how much time Key Workers spent supporting the young people on their caseload, as key worked hours was not a compulsory field for the PAYP MI. Further, a failing of the outcome data available from the MI has been that it does not capture 'distance travelled' by the young people involved, focusing on more explicit outcomes. However, anecdotal evidence collected via case studies suggests that the introduction of Key Worker support into the lives of the young people on PAYP has been very beneficial, and the use of case studies has gone some way to capturing the 'distance travelled' data for a limited number of young people that participated in PAYP.

5.5 Benefits of the Key Worker Role

5.5.1 The use of a professional to support and advise a young person is not a new role, and is one which youth workers and Connexions PAs can justifiably say they already provide, yet the Key Worker role employed by PAYP does offer a number of additional benefits, which we outline below. The benefits identified below are not restricted to Key Workers alone, and many are common to other youth professionals, however in the view of the evaluation, it is the combination of these benefits within one role, the Key Worker, that provides the potential for the role to be such an effective one.

5.5.2 When asked what the key advantage of the Key Worker role was over other youth professionals, Key Workers invariably identified the flexibility that the role gave them. Key Workers argued that they had flexibility over: the hours they worked, where they met and interacted with the young people on their caseload, control of their own limited budgets, and often were involved in the planning and procurement of activities.

5.5.3 Key Worker caseloads were relatively small compared to other youth professionals, allowing the Key Workers the time to develop a positive relationship with the young people on their caseload, and allocate time according to the level of support required.

5.5.4 The primary focus of the Key Worker role is the young person, and their development. Key Workers were not directly tasked with reducing crime, or increasing the take-up of qualifications, but were solely tasked with supporting and helping young people to develop. This coupled with the lack of a punitive or compulsion element, often associated with other youth professionals (e.g. Social Services, Youth Workers), ensured that the young people they worked with could relate to the Key Worker in a trusting in and open manner. Key Workers were not just another professional imposed upon the young person with authority to mandate behaviour, but were instead professionals that had a genuine interest in the young person that were there to help and benefit the young person and do so with the young person's volition.

Case Study 18

A young man aged 16 was referred to PAYP by a detached youth worker from the youth service as he was perceived by local residents to be causing a nuisance and engaging in antisocial behaviour. In consultation with his Key Worker, it became evident that the young man had 'slipped through the net' and was completely disengaged, and was finding himself getting into trouble more frequently. The Key Worker liaised closely with the young man and an appropriate activity provider to determine the young mans specific needs. An action plan was devised to address some of the personal issues confronting the young man. Engaging in PAYP activities helped the young man re-engage, take part in activities that were new to him, gain focus, confidence and new skills. With support from his Key Worker the young man decided to look for a relevant Modern Apprenticeship programme to further his interests, skills and knowledge.

5.5.5 Youth work up until recently, has typically been centre based. This has meant that access to youth workers and youth services has been limited by the hours that the youth centre is open - with youth centres generally closing during the holiday periods. Key Workers on the other hand have offered a service which can be both outreach or location based and is responsive to the needs of the young person, offering access to Key Workers across a wider time range, and providing services where possible locally to the young person.

5.5.6 The multi-agency approach of PAYP, facilitated through increased liaison with, or secondments in partner agencies, has ideally placed the Key Worker to fulfil the Lead Professional role proposed by *Every Child Matters*.[65]

5.5.7 Although not necessarily an advantage exclusive to Key Workers, but a side-benefit of the recruitment practices of the LDAs, the vast majority of Key Workers in the evaluation sample were local to the LDA region they were working in. This ensured that the Key Workers were able to draw upon their knowledge of the area when attempting to engage young people.

5.6 Key Worker Good Practice

- Secondments/location of Key Workers in partner agencies to encourage partnership working.
- Manageable case-loads, 25-30 maximum depending upon level of identified support required individually.
- Use of appropriate assessment tools (e.g. ASSET, APIR) to identify levels of risk and need.
- Use of Action Plans, where possible derived from an appropriate assessment, to aid in the monitoring of progress, and encourage buy-in by the young person.
- Regular contact with the young people on caseload.
- Regular case reviews of young people on caseload which involve the referral partner where possible.
- Key Worker Co-ordinator role - use of dedicated staff to oversee and co-ordinate Key Workers, aiding line management of Key Workers.

[65] HM Treasury. (2003). *Op cit.*

6. Activities

6.1 Overview

6.1.1 The benefits of using a range of positive activities to engage young people and offer them alternatives to "hanging around the streets" or participating in antisocial behaviour had already been demonstrated by prior Summer Activities programmes. The advantages of PAYP using such activities were not in question by the evaluation, the focus of the evaluation therefore was on the range, the quality of activities on offer, and the processes involved in planning and procuring activities.

6.1.2 During Year 1 of the evaluation, the evaluation team visited a number of Activity Providers across each LDA in the evaluation sample to conduct non-participant observation sessions to assess the quality of the activities. While Years 2 and 3 of the evaluation saw an emphasis on exploring the planning and procurement of activities.

6.2 Activity Planning and Procurement

6.2.1 Despite the existence of steering groups within all the evaluation sample LDAs, the steering groups were found on the whole not to have played a prominent role in the planning and procurement of provision at the LDA level. Steering groups at this level were mainly involved with the creation of approved provider lists, based upon existing provider lists e.g. Local Authority approved provider lists.

6.2.2 Steering Groups at the GO level were also found to be involved in the planning of activity provision. At this level the Steering Group tended to consist of the Regional Manager and representatives from the various sections of the Government Office e.g. DCMS, Connexions Teams, Arts Council, Sports Council and voluntary sector. Government Office level Steering Groups were used by the Regional Managers to provide oversight of the LDA delivery plans to ensure that the LDAs were offering young people on PAYP activities that included a range of arts and cultural activities, as well as the more popular sport and 'day-trip' style activities.

6.2.3 Three approaches to the planning and procurement of activities by LDAs within the evaluation sample were noted:

- LDAs invited Activity Providers to outline the activities they could provide and tender for contracts to deliver those activities. Successful

Activity Providers were then awarded a contract to deliver activities for the holiday period or financial year.

- The LDA/Key Workers designed their own activity programmes, which were then purchased from relevant Activity Providers, or delivered by the LDA/Key Workers themselves.
- The third approach was a combination of the first two – formal commissioning of activities, coupled with ad hoc activities initiated by the LDA/Key Workers.

6.2.4 The decision as to which approach was adopted was found to be affected by mainly two factors – the budget available to purchase activities, and the availability (both in numbers and type) of provision locally. Where the activities budget was more constrained and/or available provision was limited, options two and three were more likely to be employed. Where the budget for activities and appropriate provision was not constrained, or available provision limited, LDAs in the main used the first option of open tendering by Activity Providers.

6.2.5 The short lead-time to the start of PAYP in Year 1 was highlighted by LDAs as an issue, with LDAs reporting that this had caused some to commission what was available, rather than what they thought would be most effective/desirable. The LDAs also reported that due to the lack of planning time in Year they relied upon who they already knew, as it was unrealistic to operate a fully open tender process. Years 2 and 3 however, saw a move to more open tendering processes with a wider range of Activity Providers invited to tender.

6.2.6 Years 2 and 3 also saw LDAs adopt a more outcome based approach with regards to activity commissioning. The need to evidence outcomes encouraged LDAs to assess which of their Activity Providers were able to both deliver activities according to agreed service levels, and to supply required paperwork (e.g. PAYP MI data requirements, CRB checks etc). As a result of this, Years 2 and 3 saw LDAs opting not to commission further provision from some Activity Providers. For example, an LDA for a large city in the North West in Year 1 had commissioned activities from numerous Activity Providers, which resulted in each Activity Provider receiving quite small funding allocations. The Activity Providers were unable to deliver satisfactorily due to the limited funding. Year 2 therefore saw the LDA reduce the number of Activity Providers commissioned, enabling the LDA to increase the funding allocation per Activity Provider, which in turn saw service delivery by the Activity Providers improve.

6.2.7 The submission of outcome and ancillary PAYP MI data by Activity Providers to LDAs was problematic. Smaller Activity Providers often had insufficient

resources to cope with the administrative overhead demanded by PAYP, with many arguing that the overhead was out of proportion to the funding available. While for larger Activity Providers such as Local Authorities, the level of funding was small compared to Local Authority budgets, and the reporting/invoicing requirements of PAYP did not match those of the Local Authority, resulting in delayed submissions. To encourage prompt submissions, LDAs opted to include non-payment clauses in service level agreements for Activity Providers that failed to supply the required information.

6.2.8 Good practice in Year 1 with regard to young people's involvement in planning activities was built upon in Years 2 and 3, with 98% of LDAs in the evaluation sample reporting that young people played a major role in deciding what activities were run, typically through feedback forms and end of activity reviews. By consulting young people on the programme, LDAs were able to ensure that the young people were interested in the activities, helped to develop a sense of ownership of the activities and PAYP itself, and also allowed the young people to develop their own self-confidence and organisational skills.

6.2.9 In order to encourage attendance throughout activity programmes a "sweetener" activity (e.g. a day-trip) at the end of the week or holiday was used by many LDAs, with places on this activity allocated first to those young people that had attended regularly.

6.3 Quality and Range of Provision

6.3.1 Non-participant observation of the activities delivered in the evaluation sample found that the activities were of good quality, appropriate to the age range of the young people participating and delivered by suitably qualified staff (e.g. holding relevant CRB checks). Attention was paid to health and safety concerns, with risk assessments and documented crisis escalation procedures in place.

6.3.2 The wide age range of young people that participated in PAYP often required LDAs/Activity Providers to run separate activities for the different age groups. This was partly due to the separate requirements of the different age groups and partly as the older participants were unlikely to attend if they were required to share the activities with a much younger group of young people.

6.3.3 Cultural considerations also impacted upon how activities were delivered, with separate male and female activities organised for groups where

culturally it was not thought appropriate for males and females to mix. In addition, the different religious festivals observed by communities influenced activity provision e.g. young people observing Ramadan while on PAYP activities having to fast during the day.

6.3.4 After some initial teething problems, LDAs were quick to adapt activity provision to the lifestyles of the young people participating. For example, at the start of PAYP some LDAs ran activities early in the morning. These were poorly attended as the young people were not used to, or were reluctant to get up early in the morning to attend an activity. Once activity start times were changed to late morning or early afternoon, attendance rates were found to improve.

6.3.5 Wherever possible activities were delivered at locations local to the young people participating to facilitate attendance. Which in turn generated a new challenge particularly for inner city LDAs. Inner city LDAs needed to be conscious of local gang boundaries, as young people were unwilling to cross gang boundaries to attend activities. Venues therefore needed to be either within a neutral location, or inside a gang's boundary. Where young people from different 'gangs' were sharing a venue, attention needed to be paid to the scheduling of activities to avoid overlaps, often requiring mediation between the different 'gangs' by Key Workers/Activity Providers.

6.3.6 LDAs operating in rural areas also faced issues over where activities were run due to the need to transport participating young people, who could be widely dispersed geographically, to the venues as the local transport infrastructures were inadequate. This caused an additional financial burden for those LDAs that were not able to tap into Activity Providers with their own transport.

6.3.7 The range of activities offered as part of PAYP can broadly be broken down into seven categories: Arts, Education, Health, Multimedia, Other (No category), Recreation and Sport. The Arts category included activities such as drama, dance, modelling and painting. Education covered a wide range of activities from personal development, volunteering, careers labs, work based learning to educational programmes and support. Health included activities such as drugs awareness, first aid and sexual health. Some potential overlap occurred between Arts and Multimedia activities e.g. music and video although Multimedia activities typically had a more IT focused approach. Recreation activities included away days, cinema and celebration events. Finally Sport, this covered the more obvious sporting activities such as cricket and football, to more specialist activities e.g. rock climbing, go-karting, outdoor adventure and ten pin bowling.

Table 14: Activity Category Summary 2003-2006

Activity Category	Freq.	%age
Sport	843,572	37.0%
Education	536,182	23.5%
Recreation	430,652	18.9%
Arts	229,238	10.1%
Multimedia	121,478	5.3%
Other (No Category)	77,543	3.4%
Health	38,714	1.7%
Totals	**2,277,379**	**100.0%**

6.3.8 From Table 14 we can see that over two million activities were conducted,[66] with Sport the most popular activity category, accounting for over a third of all activities. The predominance of Sport can be attributed to the higher proportion of males on PAYP (42% of males participated in sports activities compared to 27% of females[67], bearing in mind the 2:1 ratio of males to females on PAYP). Sport activities gave LDAs a means to engage potentially large numbers of young people cost effectively due to the relatively low cost of equipping and running sport activities (e.g. football tournaments) compared to other activities. Sport also offered a foot-in-the door when attempting to engage young people for the first time. As we note in paragraph 2.2.34, the sustainability of sporting activities was also found to be good, with one provider reporting that 30% of participants went on to participate in mainstream sports and activities following PAYP participation. LDAs attempted to build upon the sustainable nature of sport by linking sport activities where possible to local sporting clubs both amateur and professional. The chance to visit local professional teams, particularly football teams, was a big draw for the young people. Increasingly professional football teams are running their own community programmes (e.g. Charlton Athletic,[68] Millwall,[69] and Liverpool[70]) which provided PAYP with an opportunity to tap into sustainable activities delivered by locally recognised brands.

Case Study 19

Local people had complained to Key Workers about a group of young men that hung out in a local park and who were felt to be hostile and intimidating. The group regularly played football together in the park.

[66] A separate activity incidence is recorded for each young person that participated on an activity.
[67] See Table 40 in Appendix A, page 113.
[68] http://www.charlton-athletic.co.uk/main_community.ink
[69] http://www.millwallfc.premiumtv.co.uk/page/CommunityNews/0,,10367,00.html
[70] http://www.liverpoolfc.tv/club/a_community.shtml

> One of the Key Workers had an interest and aptitude for football, and had found that he was able to gain access to hard to reach young people by joining in with them when they were playing football.
>
> The Key Worker applied the same approach with the gang of young men, and was able to develop a rapport with them and eventually gain their trust. In this informal environment he was able to find out about the young men and their problems, and slowly break down their hostility. A number of the young men fit the criteria for PAYP and were accepted onto his caseload. After working with them on a one-to-one basis he was able to help them with a number of issues that they were facing.

6.3.9 The inclusion of arts activities within PAYP provided participating young people with an opportunity to take part in a range of activities that could encourage personal development, allow young people to express themselves, and promote greater community cohesion. Quality Arts provision was not without its difficulties as a number of LDAs reported that sourcing suitable arts provision could be challenging due to the relatively high cost of art provision and a lack of available local provision. The nature of the PAYP client group (i.e. challenging behaviour) meant that a small number of arts providers felt unable to continue delivering activities due to a lack of staff with the necessary experience to successfully manage the young people participating. Where suitable preferred provider lists were available, LDAs were able to plan for this by reviewing the appropriateness and capacity of providers prior to commissioning activities.

6.3.10 Another benefit of the inclusion of arts activities within PAYP was found to be the widening of organisations offered the chance to work with young people from both the community/voluntary and statutory sectors (e.g. Brent Carnival Programme, and local Library services). This widening of provision also ensured that the capacity for service delivery locally was developed as well.

6.3.11 Years 2 and 3 of PAYP saw a move by LDAs to increase the number of accredited activities available, through organisations such as Open College Network, Youth Achievement Awards and Duke of Edinburgh Awards. As well as running more pre-accredited activities, LDAs also started to design and externally accredit their own activity programmes.

Case Study 20

Liverpool Library Service ran a PAYP programme which gave young people the chance to participate in arts activities regardless of their ability. The main aim was to draw young people into libraries, and once there offer them a positive enjoyable experience that would make them want to come back as library users. The programme run by the Library Service had fours strands: Borrowed Tomorrows, Snap Happy, Art on the Spot, and Talking Books.

Borrowed Tomorrows - an informal creative writing activity which allowed young people to tell their stories of life in school, home etc.

Snap Happy - libraries were supplied with 10 disposable cameras, and the young people were encouraged to take pictures of two things that made them happy or unhappy, and then write a couple of sentences about their choice. The material from Snap Happy was later used in an exhibition about what young people liked and disliked about their home city.

Art on the Spot - a series of drop-in art sessions were run at the libraries, with young people working together to produce a large banner to represent their area of the city. All the banners produced were then put together to create a giant city-wide banner.

Talking books - young people across the city in different libraries were videoed reading from their favourite books. The videos were put together to create an hour long video which was incorporated in the BBC Big Read campaign.[71]

6.4 Activities Good Practice

- Provision of activities at identified key times e.g. Halloween (see paragraph 2.2.27).
- To reduce the number of activities that were cancelled due to poor attendance by young people, a West Midlands LDA decided to run 'taster days' for activities. 'Taster days' were short one day sessions that allowed young people to try an activity before signing up to do the activity for a longer period.
- Attendance at activities was found to be improved by involving young people in the choice of and planning of activities. By involving young

[71] Reproduced courtesy of Crime Concern.

people in this way buy-in by the participating young people was facilitated, as well as offering the young people opportunities for developing their organisational skills, self-confidence and ability to work in a team.

- Awareness of lifestyles of target client group – i.e. running activities later in the day as attendance at initial activities was poor when run in the morning.
- Use of accreditation, to assist young people in the development of 'portfolios' that can be used as evidence of achievements and support any future applications for jobs or pursuit of further education.
- Use of activities that have a vocational element - offering young people the chance to experience 'work-like' environments and develop skills or gain experiences that can assist their chances of gaining employment.
- Activities that reflected current popular youth culture e.g. music event promotion, rapping, DJing, were very popular and gave participating young people the chance to build up their self-confidence and self-esteem, and in some instances led to the identification of talented young performers.
- Sustainability by linking PAYP activities into existing organisation, sporting clubs or facilities to offer young people the chance to continue the activity once PAYP has finished.

Case Study 21

Prior to taking part in PAYP a group of boys had been identified as 'troublemakers' by staff at a local leisure centre, and were frequently asked by the leisure centre staff to vacate the premises when found on the premises.

Some of the boys were later referred onto PAYP, and were required to use the leisure centre as part of the activity programme run by the LDA. The Key Worker organising the activity negotiated access to the leisure centre with the centre manager, who appointed a member of staff to liaise with PAYP. All of the young people taking part in activities at the leisure centre were made known to the leisure centre liaison, which ensured that the young people had a recognised 'friendly face' within the leisure centre, and that leisure centre staff did not later refuse entry to those young people that had previously been identified as troublemakers.

7. UProject

7.1 Introduction

7.1.1 During the Summer of 2005 the DfES ran a parallel Summer Activity programme to PAYP called the UProject. Previously a New Opportunities Fund programme, the UProject was integrated into the PAYP funding stream in 2005 in line with DfES policy to rationalise funding streams. This rationalisation of delivery was considered appropriate as PAYP and the UProject shared many common objectives around the re-engagement of 'at risk' young people and was delivered by many of the same organisations.

7.1.2 The UProject like PAYP was a targeted programme but aimed specifically at young people aged 15-16 years who were in danger of becoming NEET. DfES guidance recommended that the target group should be identified by schools, Connexions, Youth Services and other relevant organisations. Young people could also be recruited using PAYP referral partners or could progress from PAYP as a reward for their active participation.

7.1.3 The aim of the UProject was to provide developmental opportunities for those young people who had made no commitment to continue in education or sought employment, as well as providing structured support and careers guidance. In addition, the programme sought to aid school leavers in making positive choices for their future on leaving compulsory education. Each young person was expected to have a personalised action plan on entry to the programme. Young people older than the target 16 years were also allowed to join the programme if they had learning difficulties or were disabled.

7.1.4 The overall objective of the UProject was to engage the target group in a programme of activities, based on creativity, challenge, adventure and support and guidance.

7.1.5 The guidance issued by the DfES on the UProject programme content allowed flexibility in activity provision but there was an expectation that the activity programme should offer:

- A personalised action plan on entry.
- Day sessions.
- Activity tasters.
- A residential event offering a programme of personal development which can be 2-3 days or up to 5 days in length and may be in a different part of the country.

- Access to quality advice and guidance on careers and further education.

7.1.6 DfES guidance recommended that young people should be guided at the end of activities towards the most suitable progression route. If this was not further education, training or employment then alternative outcomes such as Neighbourhood Support Fund or E2E (Entry to Employment) were to be considered.

7.1.7 A unit costing of £500 per week per participant was allocated by the DfES based on costings from previous years.

7.1.8 To minimise change and aid successful delivery the DfES recommended that delivery of the UProject should, where possible, be delivered through PAYP LDAs and existing Activity Providers.

7.2 Evaluation Methodology

7.2.1 As part of the PAYP National Evaluation a sample of UProject LDAs were interviewed along with local partners. One LDA from each of the nine Government Office regions was selected through discussion with the relevant Government Office Regional Manager. Where possible, LDAs were selected that coincided with LDAs that were already part of the PAYP evaluation sample. Table 15 lists the LDAs in the final UProject evaluation sample.

Table 15: LDAs in UProject Evaluation Sample

GO Region	LDA
East	Suffolk
East Midlands	Derbyshire
London	Brent
North East	Wansbeck/Blyth
North West	Manchester
South East	Brighton
South West	Cornwall Devon
West Midlands	Birmingham
Yorkshire & Humberside	Bradford

7.2.2 To assess the impact and effectiveness of the UProject interviews were held with Government Office Regional Managers, and staff from the LDAs, and Activity Providers. The interviews covered:

- Planning and implementation of the UProject.
- Partnership arrangements.

- Monitoring and evaluation systems.
- How activities were commissioned.
- Quality and appropriateness of activities provided.
- Targeting of young people.
- Referral process.
- Quality and appropriateness of the intervention i.e. support and guidance offered.
- Outcomes.
- Integration of the UProject with PAYP and where appropriate other initiatives.

7.2.3 An analysis of UProject monitoring data collected by Regional Managers was also performed.

7.3 Findings

Planning and Management of UProject

7.3.1 The transition from BLF to DfES stewardship of the UProject brought with it a change in the manner that funding was delivered and budgeted. Under the BLF, funding was delivered directly to LDAs, with budgets based on a three-year time scale. DfES introduced one-year budgets, which were distributed via Government Office to LDAs. The move to a one-year budget for UProject meant that LDAs were no longer able to carry funds over from the previous year, removing an element of flexibility that LDAs had previously been able to draw upon.

7.3.2 Of greater concern to LDAs was the very short lead-in time given to them prior to delivery of UProject. LDAs reported that they were unsure as to whether the UProject would be commissioned until very late, which meant that plans to procure activity delivery were felt to be rushed, but LDAs were able to deliver services nevertheless by commissioning Activity Providers that had delivered on behalf of the LDA in previous years. However, this did result in one LDA stating that they had used an Activity Provider from the previous year that they would have preferred not to, if more planning time had been available.

7.3.3 Management of UProject at the regional level was the responsibility of Government Office Regional Managers, and in contrast to PAYP, Regional Managers reported that their level of involvement with the UProject was greatly reduced, instead having a much lighter touch. Regional Managers tended to restrict themselves to the collection of monitoring data, systematic checks to assure themselves that activities were taking place and that

relevant management systems were in place. Regional Managers therefore had a lot less input than in PAYP on the shape and make-up of the programmes delivered by LDAs. The monitoring data itself was also less onerous than PAYP, requiring at a minimum, the numbers of participants compared to cost of delivery, and their destinations following the end of activities.[72] This lighter touch was in line with DfES expectations, who had carried on with the light management touch pursued by the BLF when the UProject was under its stewardship.

7.3.4 As we note in paragraph 7.1.8, the DfES guidance recommended the use of existing PAYP LDAs and Activity Providers where possible. This had some unforeseen consequences in that in at least two of the LEA areas delivering the UProject a change in role occurred as to who was the LDA, and who was the Activity Provider.

7.3.5 Management of the UProject at the LDA level was found by the evaluation to be good. This was due to the fact that delivery of the UProject, in the main was delivered by LDAs and Activity Providers that had already been doing so for the past three years. As such, both LDAs and Activity Providers had existing partnership arrangements that were good, and they were well versed in what the requirements of the programme were, and how best to meet those requirements locally. All partners were also clear as to who their target client group were, and how to engage them effectively.

7.3.6 Where changes in role had occurred with regard to who was now the LDA, and who was the Activity Provider, the agencies prior history of working together meant that this transition was smooth, having little or no impact upon their abilities to deliver the UProject.

7.3.7 Partnership working was considered a strength of the UProject. This was in large part due to the legacy of close working between the different partners. The different partners had developed a good understanding of each other's operational culture, which in turn smoothed the working process. The partnerships were also aided by good communication between partners.

7.3.8 The smaller size of the UProject in comparison to PAYP meant that more compact and direct partnerships were feasible, where PAYP on the other hand tended to create larger partnerships that could, in some instances, be harder to maintain.

[72] As a consequence, the amount and type of monitoring data collected by Regional Managers varied greatly, with some Regional Manager additionally collecting basic demographic data and others submitting the minimum requirements only. It is not possible therefore to produce any meaningful summary demographic data on UProject participants.

7.3.9 The light management touch applied to the UProject by both the BLF and DfES meant that data collection requirements for LDAs were low, focusing mainly on numbers and outcomes. Despite this the evaluation found the monitoring systems employed by the LDAs in the sample to be well structured, and comprehensive, in most instances going beyond that required by the programme.

Activities

7.3.10 The evaluation noted two basic approaches to activity commissioning: purchase of bespoke activities, and complementing/support of existing projects/groups. These were not seen as exclusive approaches, with some LDAs employing both approaches.

7.3.11 Where bespoke activities were commissioned Activity Providers were invited to tender to deliver activities by the LDA, with selection based upon appropriateness of the activity, and perceived ability to deliver a worthwhile scheme.

7.3.12 Where LDAs had opted to use UProject funds to complement/support the work of existing projects/groups, funds were only distributed to those organisations, that in the opinion of the LDA, were working with young people that matched the UProject target client group. Although one LDA commented that due to the degree of deprivation locally nearly all the young people could be considered eligible.

7.3.13 A range of organisations were found to be Activity Providers including statutory and voluntary youth services, Connexions Partnerships, sports clubs, voluntary organisations and outdoor activity centres.

7.3.14 The delay in announcing the continuation of the UProject, and subsequent short lead-in time given to LDAs meant that effectively LDAs opted to just renew contracts with the previous years Activity Providers.

7.3.15 Activities on offer to young people that participated in the UProject consisted of:

- Music.
- Drama.
- ICT/Multimedia.
- Land Based adventure activities (e.g. climbing, orienteering, canoeing etc).
- Personal Development (both personal and life-skills).
- Team working activities.

- Sport and fitness.
- Residentials.

7.3.16 As this was in effect the fourth year of running the UProject for many LDAs and Activity Providers, activity provision built upon what had been learned in previous years, and followed the initial model outlined by the BLF i.e. a mixture of activity sessions (land based adventure activities, sports, arts, etc), personal development, and a residential.

7.3.17 As a result of the commissioning processes employed by the LDAs the activities were found to be of good quality and appropriate. Spot visits by LDAs were used to check that activities were delivered as commissioned as well as to confirm quality. Health and safety, risk assessments and escalation procedures were all found to be in place.

7.3.18 The duration of the UProject varied across the evaluation sample. Some LDAs opted to run a Summer-long programme for a single cohort of young people, while other LDAs ran shorter programmes (e.g. 2-3 weeks long) for different cohorts of young people.

Targeting & Referral

7.3.19 The softer criteria for UProject eligibility compared to PAYP allowed LDAs more flexibility as to who was eligible. All LDAs were found to have recruited mainly from Year 11 leavers (i.e. 15-16 years old), although a small number were also recruited from young people aged 17-19 years, if they had missed a school year or were at risk of social exclusion. A very small number of young people aged 19-25 years were also recruited if they were classed as having learning difficulties or disabilities.

7.3.20 The UProject was seen by the LDAs as effectively targeting a cohort of young people that were less 'at-risk' than those on PAYP. As such those young people referred to the UProject by partners who were considered to exhibit higher 'at-risk' levels were referred, where possible, on to PAYP as the more appropriate programme.

7.3.21 Young people were either identified by partners, key youth agencies (e.g. Social Services, YOTs, schools, Youth Service, Connexions) or by existing projects supported by UProject funds. Referral forms were used by the LDAs to ensure that referred young people meet the eligibility criteria. Where Connexions was the LDA, the standard Connexions young person questionnaire was used.

7.3.22 Project staff commented that it can be hard to find NEET young people at 16, as many young people drop off the radar once they are able to leave statutory education. As such, project staff believed that the programme should instead look to work with young people earlier, for example Year 10, to aid identification and tracking, and therefore increase the preventative element of the programme.

Support and Guidance

7.3.23 How support and guidance was offered to the young person was found to vary across the LDAs in the evaluation sample. Where UProject funds had been used to support existing projects, support and guidance was offered by the project staff. In the remaining areas, support and guidance was in the main offered via Connexions PAs, with additional support and guidance offered by project staff as part of their interaction with the young person.

7.3.24 Residentials were found to be very effective in getting to know the young person.

"The residential takes them away from their comfort zone and allows them to open up, and talk about issues they have in their lives. This stage is crucial because unless you do this then it is impossible to make sound action plans. The young people have enjoyed having this opportunity… At the end of the day it is about identifying the problems then addressing the barriers that stand in the young peoples way to making positive improvements in their lives."

7.3.25 Action plans were used by staff offering support and guidance to help inform what was required by the young person, but always in relation to the end goals of re-engaging the young person in either education, training or employment. Contacts for ongoing support were also provided (e.g. Connexions PAs).

"We like to talk to the young people about their aspirations, but help them to be realistic. This is a very rural area and transport is a big issue for young people. We get them to see the practicalities as well as suggesting ideas for the future. We put them in touch with the appropriate agencies that can help them further. Our young people do slip in and out of NEET, but we are always there for them to fall back on. If they want to stay in touch we arrange it so they can."

7.3.26 Where LDAs had supported or complemented existing projects working with young people that met UProject eligibility criteria, the project workers prior knowledge of the young person enabled them to move seamlessly into

activity delivery and support and guidance. This was not the case for programmes where no contact had existed prior to the young person joining the UProject. For these programmes the short lead-in time was of great concern, as project staff reported that a certain amount of time was required to get to know the young people before they could begin to work with the young people effectively. In the opinion of many of the project staff interviewed, more flexibility in the programme would be very beneficial with regard to when the projects can begin to make contact or work with the young people that will be on the UProject, with Easter a popular start point.

Outcomes

7.3.27 A summary of the outcome data for the 2005 UProject is provided in Table 16 below. The data strongly suggests that the UProject has been very successful with over 7,500 (82.6%) participants entering some form of education, training or employment, be that full-time or part-time. With only 17 (0.2%) receiving a custodial sentence.

Table 16: GO Regions UProject Outcomes 2005*

Outcome	Freq.	%age
FT Education	5,475	59.7%
Employment	824	9.0%
E2E	528	5.8%
No longer need Assistance and NEET	486	5.3%
Left Area	348	3.8%
Other	319	3.5%
Other Training	315	3.4%
Other Programme	228	2.5%
Modern Apprenticeship	222	2.4%
Unemployed	200	2.2%
PT Education	190	2.1%
Advanced Modern Apprenticeship	21	0.2%
Custodial Sentence	17	0.2%
Neighbourhood Support Fund	0	0.0%
Total	**9,173**	**100.0%**

**Does not include outcome data for London GO Region*

7.3.28 Table 16 does not include outcome data for the London GO Region, as only narrative data was available. However, outcome data for Brent for 2005, closely follows the patterns of Table 16, with 73% entering Full-Time Education, and less than 2% showing a negative outcome (i.e. Custodial sentence, or Unemployed, No Longer need Assistance and NEET).[73]

[73] See Table 41, in Appendix A, page113.

7.3.29 Feedback from Activity Providers was very positive, praising how the young people responded to the challenges presented to them. Where possible LDAs offered young people the opportunity to participate in the planning and delivery of the programme, which was found to increase the young people's confidence levels and helped them to feel that they could plan for their own futures.

Case Study 22

After moving to a new city C felt isolated and unable to 'fit-in'. C also had literacy and numeracy problems which contributed to his low self-esteem and poor self-confidence. As a result of these issues C didn't know what he wanted to do with his life, and exhibited aggressive and anti-social behaviour. In C's own words he was a "*big-headed, arrogant, pain-in-the-arse*".

C was referred to the local UProject programme as it was felt that he would benefit from participation. The programme consisted of activity sessions and a residential, and ran for 10 days with C receiving support and guidance from a youth worker throughout. For C, this was his first positive relationship with an adult, made possible by the openness and honesty of the staff, with staff treating the young people as adults, and involving them in the planning and running of the programme. The programme felt longer than just 10 days to C, as participants worked with the youth worker the whole 10 days, with follow-up activities and further contact after the programme ended.

The programme had a significant impact on C, allowing him to make new friends locally, expand his horizons, and meet his first girlfriend. This contributed to C feeling that he had more of a place in his new home city. As a result of the programme, C expressed an interest in youth work, and subsequently returned the following year as a youth mentor to other young people on the UProject, and is currently studying to be a youth worker.

7.3.30 Noticeable improvements in the young people's social skills and personal development were highlighted by project staff, with comments such as "*young people's confidence has grown and they now have a willingness to try new experiences and challenges*" and "*Young people worked hard to exercise self control, respect for each other*" common. Project staff felt that this demonstrated the learning that took place and how the young people had matured. For many young people the UProject was considered to be a life-changing experience, offering the young people their first opportunity to

be challenged in a manner that was perceived by the young people as being safe and supportive.

Case Study 23

L had an extremely poor reputation within his home town for causing trouble, being verbally offensive and physically confrontational. He was a natural leader and because of his interests, took a lot of young people along with him in his destructive behaviour.

L's only positive interest was in the armed forces, but he did not take any examinations and had no positive leadership experience and felt that in applying to the Army, he would be unable to show, at interview, what skills or qualities he had which would be relevant or preferred in order to gain him a place.

During the residential, L showed, with encouragement and positive reinforcement, that he was able and willing to take part in all activities, encouraged others to be positive and to participate, was helpful, friendly and open. This was in complete contrast to how he behaved in his home and previous education environments. In asking L why he behaved so differently, he responded that he wanted to get a lot from the residential and his support worker had told him on a previous occasion that 'you get out of life what you put in' and so he had decided to give it his best.

L's evaluation showed that he enjoyed everything (aside from the weather and the food), although at the time he did not complain once. He is now well along in the process of joining the Army and has decided rather than to join as a regular that he is going to learn a trade.

On returning home, when staff from the school and in the local area agencies asked how L got on whilst away, his support worker said all of the positive things that he had done, and to be frank that he had been fantastic with no complaints of any kind. The shock on hearing this was huge from every single person informed. The support worker would like to hope that these agencies and individuals will be able to see that L is capable of achieving and participating positively in activities and will give him opportunities to succeed where they have not before.

7.3.31 In addition to the positive outcomes noted for young people, LDAs and partner agencies commented that the organisations themselves had seen benefits from their participation. In the main, the identified benefits revolved

around capacity building and improved partnership working. Some changes in working practices were also noted.

Case Study 24

G was referred to a Connexions Personal Adviser (PA) by his school at the start of year 11. He was identified as requiring additional support because of his negative attitude to learning, teachers and other students. He had been involved in fights and had been given fixed term exclusions. He was lacking in self-confidence and motivation and found it very difficult to make and sustain friendships.

His PA involved him in an intensive support programme which he responded to and he was referred to the UProject to give him additional support over the summer and further increase his personal development. Without the support of the summer programme his PA was concerned the progress he had made would be lost and he would not persevere with his plans to move into vocational training.

G was key-worked by an experienced UProject worker who got him involved in an arts fusion UProject programme delivered by the Youth Service at the beginning of the summer. He quickly became involved in all aspects of the week-long programme – music production, sound engineering, film making and directing, lyric writing and recording and appearing in the musical show at the end of the week.

All of this involved G in intensive interaction with staff and other young people he did not know. This coupled with his technical achievements boosted his self-confidence. He also made new friends he kept in touch with over the summer.

His UProject worker recognised the progress G had made needed to be reinforced and built on and involved him in an outdoor adventure and personal development residential where he worked with new adult instructors and other young people he had not previously met. At the end of the summer G took part in a UProject football tournament with young people from across the county. There he was able to meet with friends he had made over the summer. It was evident to those who had supported him throughout the programme that there was a very marked improvement in his interpersonal skills, confidence and motivation.

In September he took up a retail, level 2, Modern Apprenticeship with a book wholesaler and has since successfully completed his 8 week

probationary period. His PA has recently recorded how he is enjoying both the work and the training and is now much more confident and able to communicate better with both adults and his peer group.

7.3.32 With regards to capacity building benefits, participating organisations commented that as in PAYP, the additional funds provided by the UProject was the difference between being able to run activities for young people or not, or in some cases whether the organisation itself remained sustainable. Interestingly, one LDA commented that the short duration of UProject enabled the LDA to "trial" staff. Staff for the UProject could be hired with short-term contracts that lasted the duration of the programme, giving the LDA the option to recruit on a full-time contract those staff that were found to be of suitable quality and aptitude. Many of the LDAs current staff had been recruited through such a process.

7.3.33 The networks developed to enable delivery of the UProject by LDAs were seen by the partner agencies as stepping stones to later more comprehensive partnership arrangements. As we noted earlier, through participation in the UProject, partners were able to develop good understandings of each other's operational cultures over the course of the UProject (BLF through to DfES stewardship), which stood them in good stead for later partnership working. In the words of one LDA, *"the UProject was a trailblazer for partnership working."*

7.3.34 Changes in working practices in response to the delivery requirements of the UProject were also highlighted. Project staff from a participating Youth Service noted that prior to the UProject, their service delivery had been 90% centre-based, which as since dropped to 60%.

Summary

7.3.35 The evaluation found that LDAs and partners agencies to be very positive about the UProject, with all expressing a desire that the programme be continued.

7.3.36 The efficacy of the programme was evident, with clear benefits to the young people participating as well as the organisations involved in delivering the programme.

7.3.37 Concerns were raised by Government Regional Managers that the programme is a relatively expensive one, although in the view of the LDAs good quality intervention is by its very nature expensive, the alternative being in the words of one LDA *"a baby-sitting service that delivers little or no long-term impact"*.

7.3.38 Clearly there was a degree of overlap with PAYP, and Regional Managers while wishing to see the UProject continue, did not want to it to do so, if delivery of PAYP and similar intervention programmes were to be compromised by doing so.

7.3.39 Both Regional Managers and LDAs felt that the move to Local Area Agreements will have a significant impact, with the possibility that the benefits of the UProject's targeted approach could be watered down or lost, as part of the renegotiation of service delivery to young people that is part of the Local Area Agreement process.

7.3.40 Lessons need to be learnt with regard to the communication of strategies to point-of delivery organisations. As with PAYP, considerable confusion was evident as to whether the UProject would be run in 2005, and also what the future is for the UProject after 2005. Delays in communicating the necessary information (confirmation of commencement and exit strategies) were again apparent, leading to rushed programme delivery in most areas, the impact of which was ameliorated by the LDAs ability to pick up quickly from the previous year in order to get the programme up and running.

8. PAYP and Future Prevention Strategies

8.1.1 Over the course of the three years that PAYP has been delivered a number of changes in strategy with regard to delivering services to young people have been introduced, or are in the process of being developed, these include: Prevent and Deter,[74] *Every Child Matters*[75], *Youth Matters*[76] and the *Respect Action Plan*.[77] PAYP's relevance, and possible integration with, are discussed below.

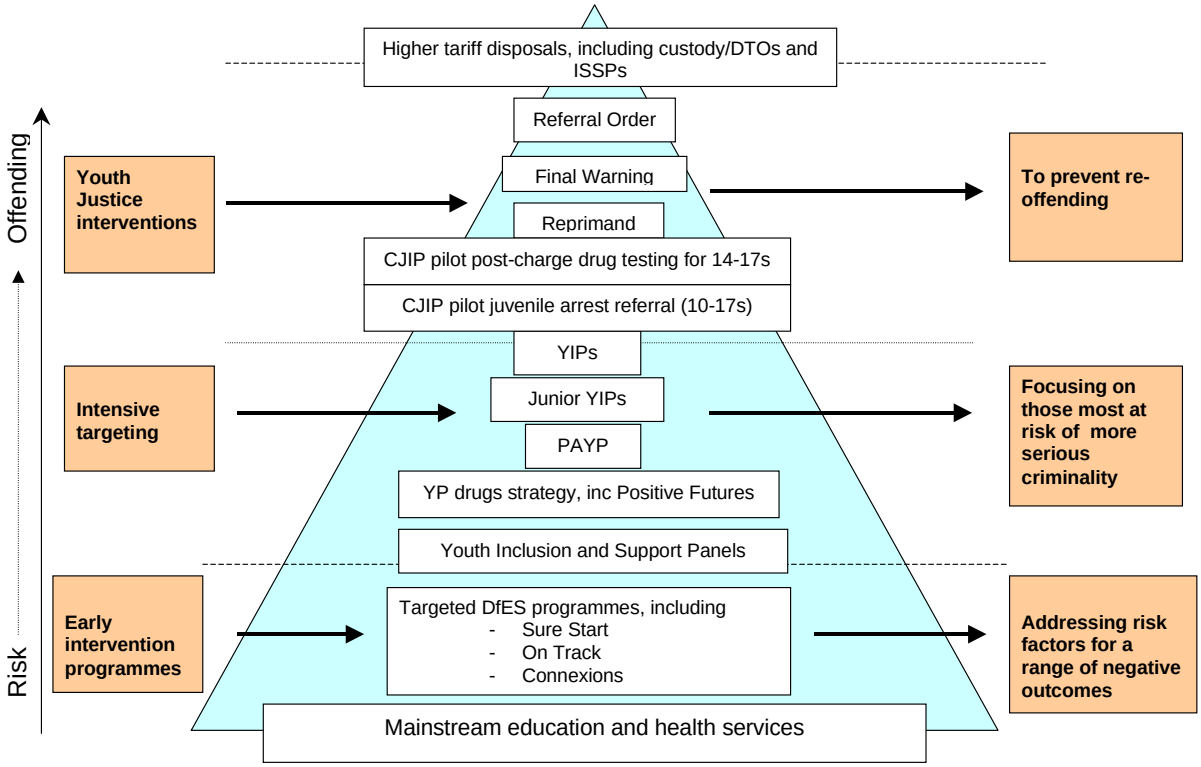
Prevent and Deter

8.1.2 Prevent and Deter is one of three elements (Prevent and Deter, Catch and Convict, and Rehabilitate and Resettle) within the Home Office's Prolific and Priority Offender (PPO) Strategy announced in 2004. The PPO Strategy was produced in order to address the impact of the offending behaviour of prolific offenders i.e., the 10% of offenders responsible for 50% of all crime.[78]

8.1.3 The theory behind Prevent and Deter is that targeted early intervention programmes can help some young people avoid offending. While other young people may require more intensive targeted programmes to achieve the same result. Where the young person does go onto offend, programmes designed to prevent re-offending, such as Youth Justice Intervention programmes, will be required. PAYP was found therefore to fall naturally within the Intensive Targeting element of Prevent and Deter, alongside programmes such as YIPs (Youth Inclusion Programmes), Junior YIPs, and Youth Inclusion and Support Panels (see Figure 4 overleaf).

[74] http://www.crimereduction.gov.uk/ppominisite01.htm
[75] HM Treasury. (2003). *Op cit.*
[76] Department for Education and Skills. (2005). *Youth Matters*. Norwich: The Stationery Office.
[77] http://www.homeoffice.gov.uk/documents/respect-action-plan
[78] *Op cit.*

Figure 5: Prevent and Deter Model



Every Child Matters

8.1.4 The role of *Every Child Matters* with regard to delivery of services to children and young people has already been outlined in paragraphs 1.2.3 - 1.2.10, but it is worthwhile looking at the relevance of *Every Child Matters* to PAYP in more detail in order to understand how PAYP can complement the goals set out in *Every Child Matters*. To reiterate, *Every Child Matters* proposed five outcomes for young people that are desirable if each young person is to reach their full potential:

- **Being healthy:** enjoying good physical and mental health and living a healthy lifestyle.
- **Staying safe:** being protected from harm and neglect and growing up able to look after themselves.
- **Enjoying and achieving:** getting the most out of life and developing broad skills for adulthood.
- **Making a positive contribution:** to the community and to society and not engaging in anti-social or offending behaviour.
- **Economic well-being:** overcoming socio-economic disadvantages to achieve their full-potential in life.

8.1.5 A breakdown of the goals is provided in Figure 6 - Figure 9[79]. The diagrams illustrate a number of sub-elements that can be considered to contribute to the overall outcome (e.g. being healthy, staying safe etc), with examples of activities undertaken as part of PAYP that have addressed these elements in order to meet PAYP's own objectives.

8.1.6 A clear overlap is evident between PAYP's objectives and those of Every Child Matters, with the work already undertaken as part of PAYP delivering against *Every Child Matters* outcomes with respect to young people.

8.1.7 In addition to meeting *Every Child Matters* goals of service delivery directly to young people, PAYP can also lay claim to taking steps towards developing a model for *Every Child Matters'* proposed lead professional role through the use of the Key Worker model. As we note earlier, the Key Worker role appears to fall naturally into a central or hub position, linking and potentially liaising with the various agencies that have a young person remit, while able to advocate effectively on the young person's behalf due to close relationship with the young person that is possible through regular contact.

[79] Reproduced courtesy of Paul Baker, Connexions West Yorkshire.

Figure 6: PAYP and Every Child Matters – Being Healthy

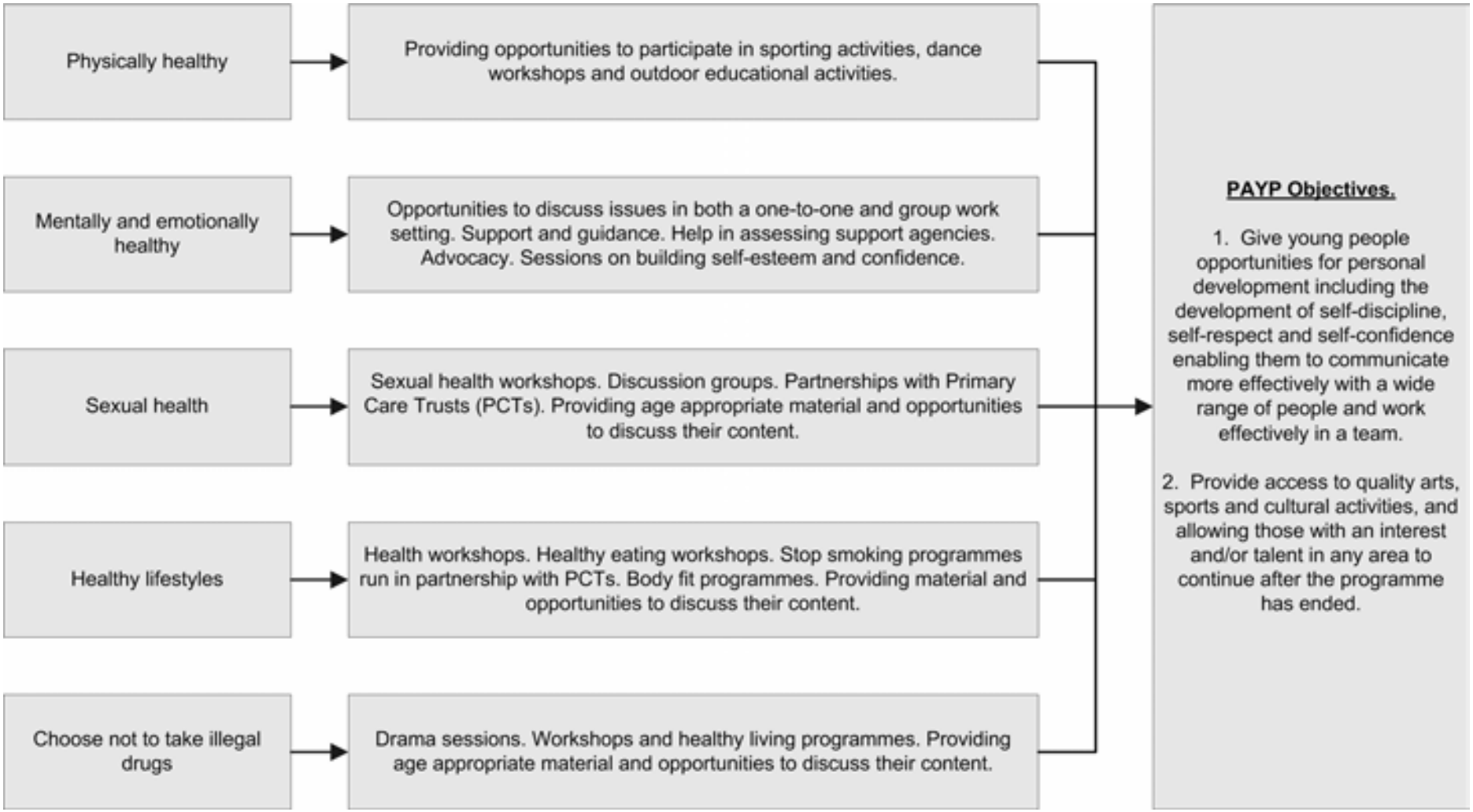


Figure 7: PAYP and Every Child Matters – Staying Safe

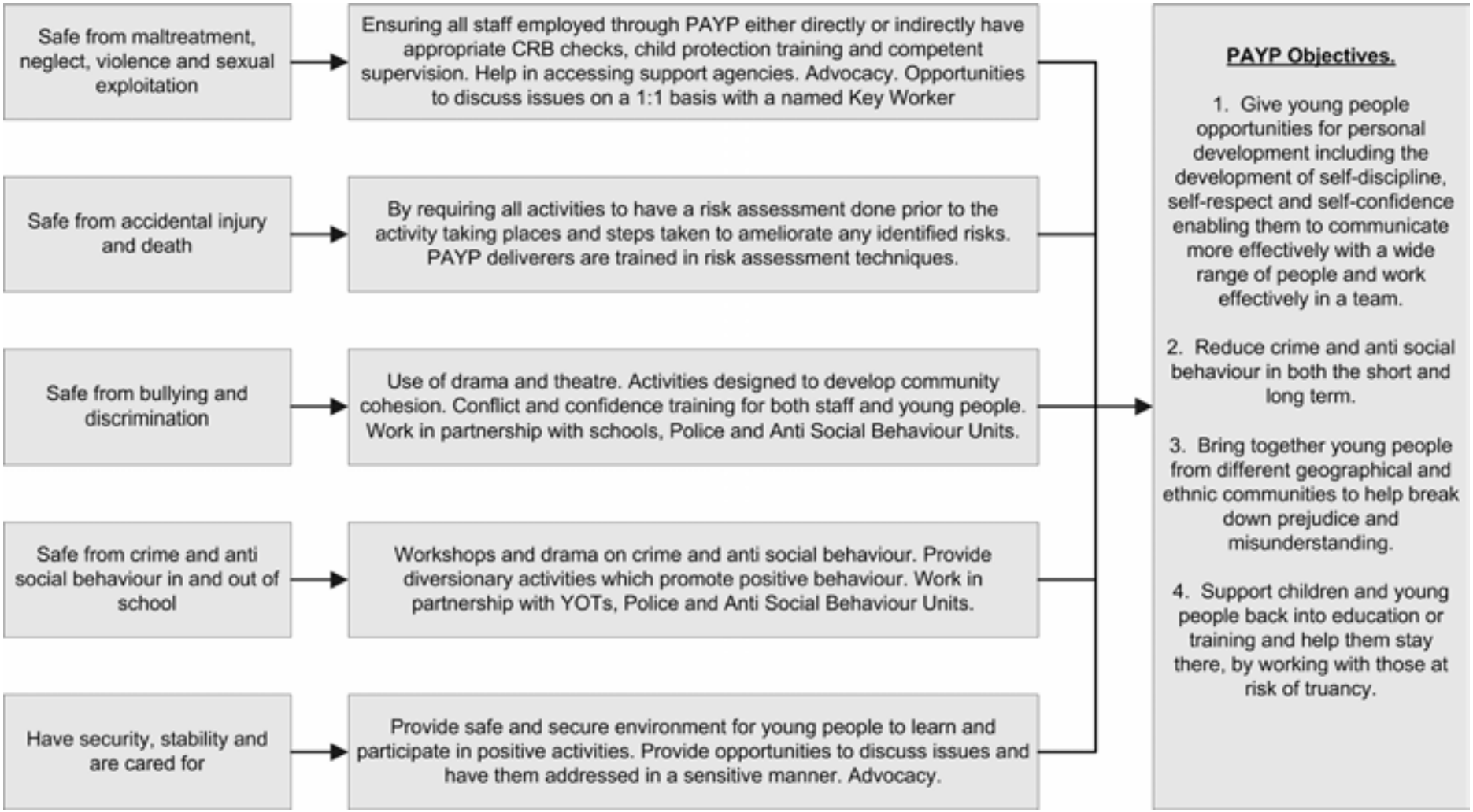


Figure 8: PAYP and Every Child Matters – Enjoying and Achieving

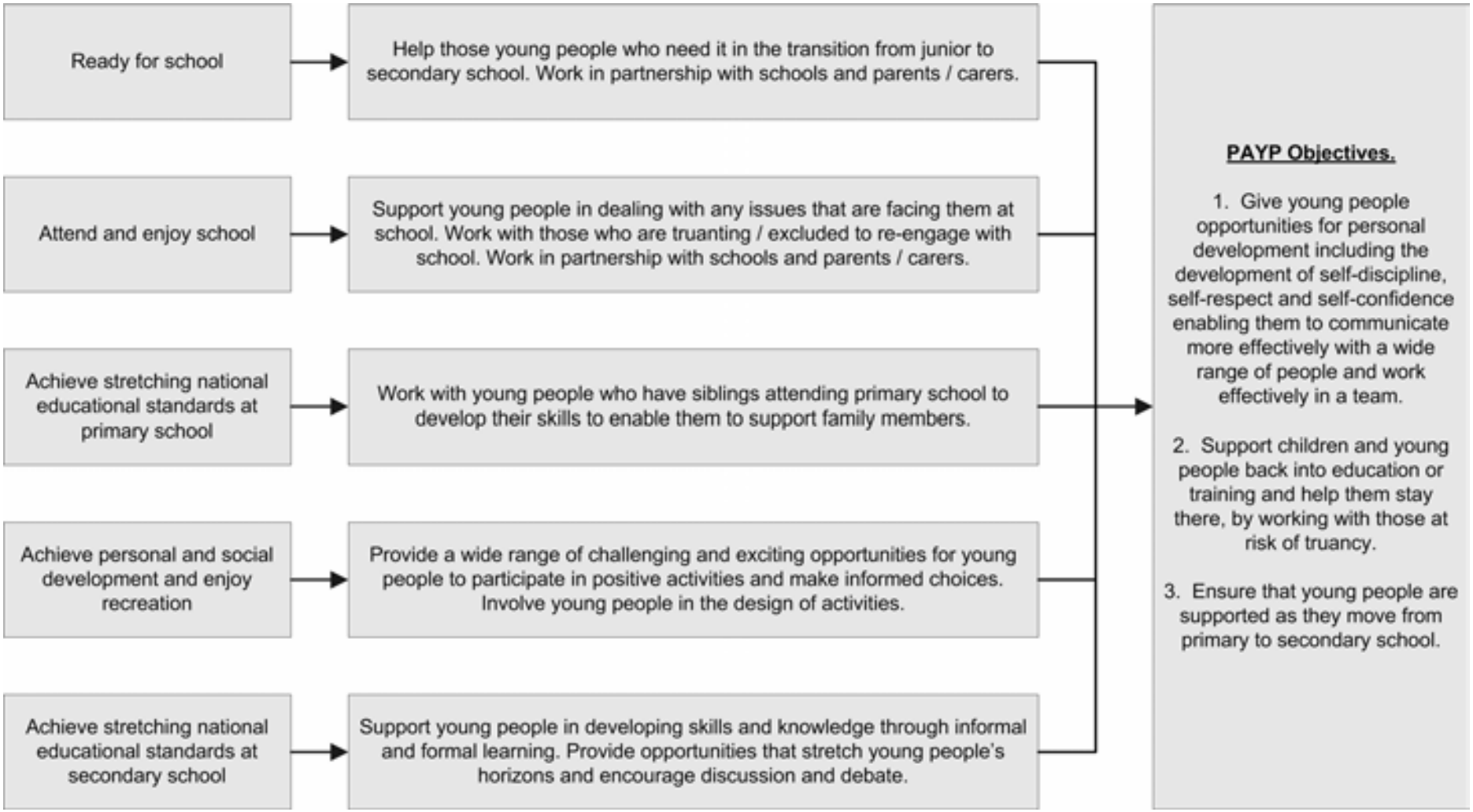


Figure 9: PAYP and Every Child Matters – Making a Positive Contribution

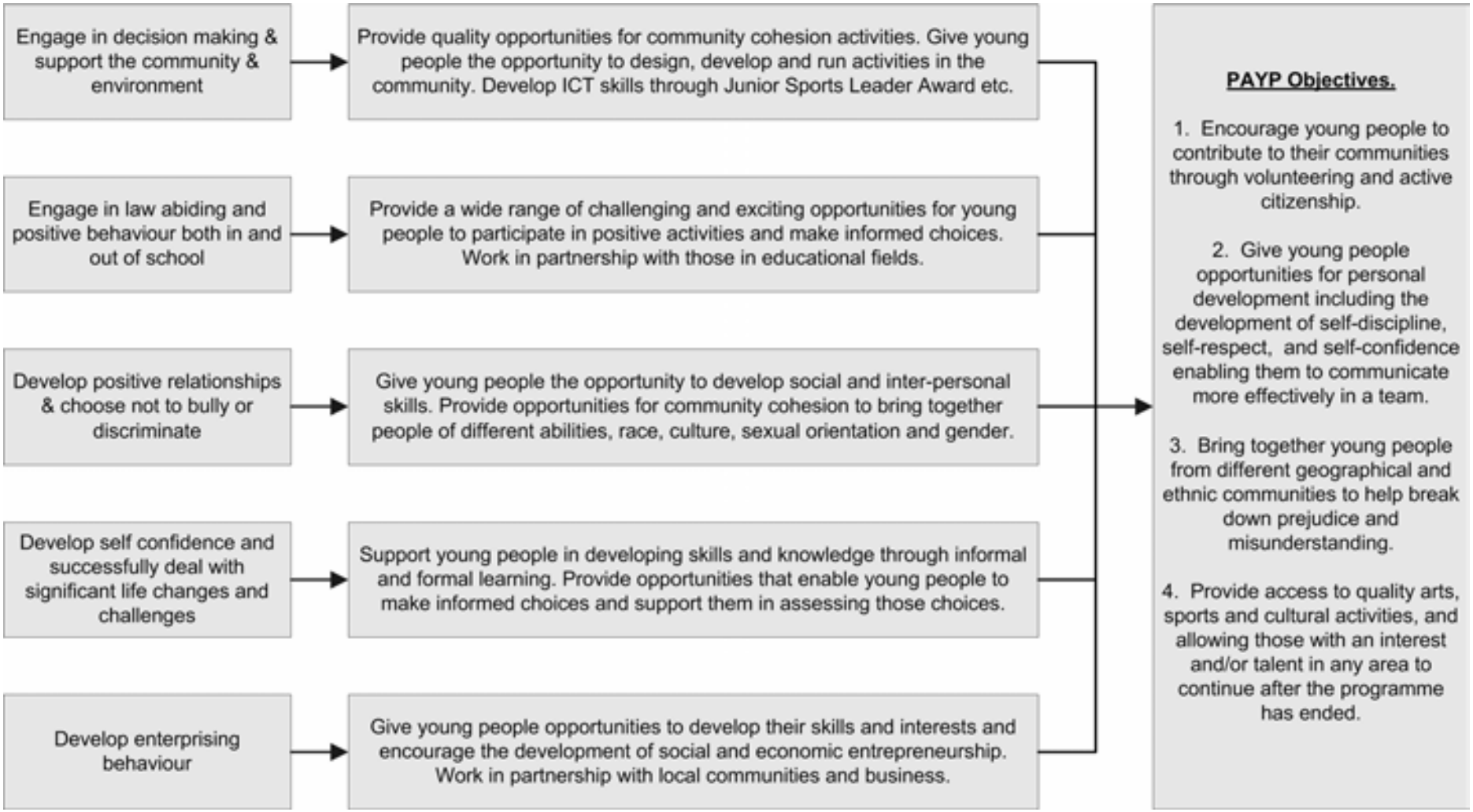
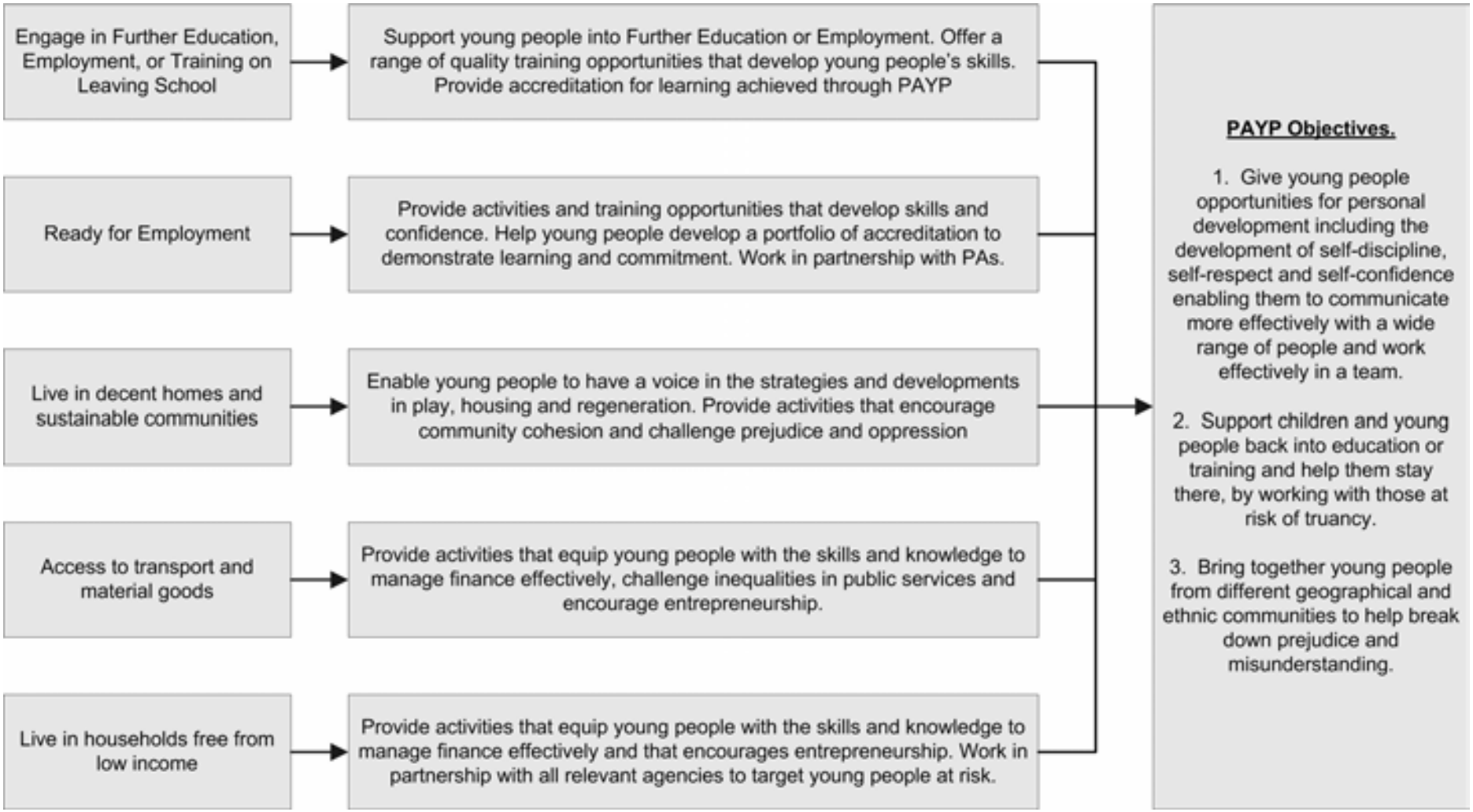


Figure 10: PAYP and Every Child Matters – Achieve Economic Well-being



Youth Matters

8.1.8 *Youth Matters* can be viewed as a continuation of the work begun in *Every Child Matters*, which has a greater focus on developing a strategy to provide young people with opportunities, challenges and support to young people. Youth Matters identifies four main challenges:

- How to engage more young people in positive activities and empower them to shape the services they receive.
- How to encourage more young people to volunteer and become involved in their communities.
- How to provide better information, advice and guidance to young people to help them make informed choices about their lives.
- How to provide better and more personalised intensive support for each young person who has serious problems or gets into trouble.

8.1.9 PAYP can be seen to fit particularly well with the proposals outlined in *Youth Matters* to introduce a Youth Opportunity Card and the Youth Opportunity Fund. The Youth Opportunities Card offers discounts on a range of activities (e.g. sports and arts), which will be topped up with financial credits to encourage participation in these positive activities. Young people will be able to use the cards with accredited providers of sport and other constructive activities.

8.1.10 As part of *Youth Matters* the Government has suggested the creation of an 'opportunity fund' in each Local Authority. This fund is to be spent at the discretion of local young people on projects to improve things to do and places to go in their area. In line with the recommendations made by the Russell Commission, such initiatives will need to be accompanied by proper support for the young people if they are to be successful.

8.1.11 As with the objectives set out in *Every Child Matters*, PAYP has to a large degree already addressed the challenges identified by *Youth Matters*, and through the Key Worker role offers a tested model to resolve them. PAYP has shown that the key to engaging and continuing to engage young people is to first support young people to the point where they are able to engage, and then to offer a range of activities that young people wish to participate in, be that sport, arts or vocational activities.

Respect Action Plan

8.1.12 The Respect Action Plan is a relatively new initiative launched by the Government in January 2006 which is still under consultation. The Respect Action Plan is a cross cutting plan which involves most Government Departments, and includes prevention and early intervention themes, some of which are targeted at PAYP's client group of young people.

8.1.13 At the heart of the Respect Action Plan is the proposal of a new approach to tackle the behaviour of 'problem families' by *"challenging them to accept support to change their behaviour, backed up by enforcement measures."*[84] As such parenting services nationally are planned to assist those parents who need support and help.

8.1.14 The Respect Action Plan also pulls together a number of proposals from previous policy documents for example the Youth Opportunity Card outlined in *Youth Matters*.

Local Area Agreements

8.1.15 The introduction of Local Area Agreements will have a significant impact upon service delivery to young people. Local Area Agreements will provide the means by which national priorities and local priorities will be reconciled to achieve mutually acceptable outcomes, through devolving control of the necessary funds to achieve these outcomes to control of the Local Authority.

8.1.16 LAAs are to be structured around four blocks (or policy fields): Children and Young People, Safer and Stronger Communities, Healthier Communities and Older people, and Economic Development and Enterprise.

8.1.17 The Children and Young People block is focused on delivery of the five *Every Child Matters* outcomes, which has already been illustrated to coincide well with the outcomes and objectives of PAYP. The outcomes of PAYP also fit one of the Safer and Stronger Communities blocks, i.e. reduction of crime and anti-social behaviour.

8.1.18 Local Area Agreements offer Local Authorities the flexibility to allocate funds as they deem appropriate to meet the outcomes of the four policy blocks, pooling similar funding streams as required, and as such within Round 3 LAA guidance it has been agreed that PAYP funding will be pooled centrally in all LAAs.

[84] http://www.homeoffice.gov.uk/documents/respect-action-plan.

8.1.19 Concerns were raised at LDA and GO level that much of the good practice developed by PAYP in relation to partnership working and the involvement of the voluntary sector in delivering services to young people may be lost with introduction of Local Area Agreements. With Local Authorities possibly opting to use the Local Area Agreements funds to prop-up existing statutory youth service provision. In recognition of this and the important contribution that the voluntary sector have made to service delivery to young people, guidance has been issued which highlights the importance of involving the voluntary sector. In addition, it has been argued that participation in PAYP has helped to demonstrate the benefits of partnership working across the voluntary and statutory sectors, while at the same time helping to develop the necessary networks and operating practices to support the continued use of PAYP partnership approaches to service delivery.

8.1.20 In summary, the model of engagement and support developed through PAYP has proved to be robust, versatile and effective. It is also a model that would appear to be of its time, with the potential to complement or integrate directly with key Government policy initiatives introduced since the launch of PAYP.

9. Conclusions

9.1.1 The decision to consolidate the previously separate Summer Activity programmes run by different Government Departments was always going to be a challenging one, not least because of the size of the resulting programme. In addition, different Departmental perspectives as to how 'at risk' should be defined[85] inevitably impacted upon the design and implementation of PAYP in the early stages of PAYP.

9.1.2 Not all the Departments within the stakeholder group had a background of running targeted youth crime programmes, which was exemplified by the setting of targets for the programme which were at best, challenging, at worst unrealistic (e.g. the expectation that a young person on PAYP should be engaged for 30 hours per week). A degree of naivety regarding the proposed client group was also apparent in that the outcome measures employed for PAYP focused on the whole on quantitative outcomes or 'final' outcomes, which failed to take into account the often intensive work required to get a young person to a stage where they were ready to even begin to work towards an outcome.

9.1.3 While the overall aims and objectives of PAYP were correct, not enough consideration was given as to how the achievement of the outcomes could be evidenced, bearing in mind the design and nationwide rollout of PAYP (e.g. the availability of suitable crime data to support claims that PAYP had helped reduce crime and anti-social behaviour).

9.1.4 Issues were also identified with regard to the original management structure of PAYP (see paragraph 3.1.1) which impacted upon the lead-in time available to set PAYP up locally, and the clarity of the guidance made available to LDAs. Although later addressed through the setting up of the OMG and a number of ancillary measures, the effects were profound (delays in recruiting Key Workers and local Activity Providers, and confusion over whether PAYP was an open or targeted programme), and were still felt by many LDAs late into Year 2 of the programme. As a result, PAYP was perceived by Government Office staff not directly involved with PAYP as being a programme that was performing poorly, a perception that it struggled to lose.

[85] For example, YJB sees those at most risk as being those already in the Criminal Justice System – current offenders who are at risk of re-offending and drifting inexorably into a life of crime, while DfES view 'at risk' to encompass risk of disengagement from education, employment or training, making young people with a history of near or actual exclusion or truancy a major legitimate target.

9.1.5 A key issue was the communication of a clear exit strategy for PAYP bearing in mind the move to LAAs. The DfES argued that considerable time was spent discussing an exit strategy with partner departments and GO Team Leaders and Regional Managers, with final decisions agreed with Ministers and disseminated in November 2005. Specific transition meetings were also convened to discuss the future of PAYP in August 2005, effectively providing 10 months for Regional Managers to plan provision for 2006. However, despite the efforts of the DfES, a small number of OMG members voiced concern that an exit strategy was not adequately discussed, and that greater clarity over the future of PAYP was required. LDAs reported experiencing some delays in receiving clarification over exit strategies, and as a consequence of this uncertainty delivery arrangements were negatively impacted at the LDA level, with LDAs losing staff and unable to finalise contracts with Activity Providers etc. In the view of the DfES, an exit strategy was communicated and done so in a timely manner, and any subsequent confusion that arose was due to the differing expectations of the content of the exit strategy, rather than a failure to communicate an exit strategy.

9.1.6 However, despite the issues identified above, as measured against the programmes aims and objectives, PAYP has been a success, although one with a steep learning curve. Over 290,000 young people across the country, of whom 85% were aged 8-19 and at risk of social exclusion and community crime, ***were*** able to participate in a range of positive activities during the school holidays, and throughout the year. With Key Worker support made available to those most at risk to assist them in engaging in learning and/or employment.

9.1.7 In more detail, the PAYP MI data and anecdotal evidence supports the premise that participation in PAYP contributed to reductions in the criminal and anti-social behaviour of the young people. With similar data to support the positive impact of PAYP on supporting young people back into education and training.

9.1.8 Access was provided to high quality sports, arts and cultural activities, which in combination with the support of Key Workers/PAs, offered young people opportunities to engage positively with their communities, breakdown barriers and to develop as a person.

9.1.9 Two elements contributed significantly to the success of PAYP, the introduction of the Key Worker role, and the flexibility built into the programme to allow LDAs to shape the programme as they saw fit to deliver PAYP locally, as due to the wide range of local issues thrown up by the nationwide rollout of PAYP, a ‘one size fits all’ approach would not have

been appropriate. The inclusion of GOs within the management of PAYP provided much needed local and regional knowledge, while also allowing access to existing partnership arrangements, that had been put in place by GOs. Where Key Workers were used effectively they provided the hub around which PAYP could be built. Key Workers offered a link between agencies - aiding partnership working, and also a link between the young person and relevant agencies. But more importantly in relation to PAYP's target client group, the Key Worker was the support mechanism and catalyst that enabled the young people to take part in PAYP and change their lives.

9.1.10 PAYP has therefore helped to highlight the issues faced by the NEET cohort, and offers an effective model to engage this cohort while addressing their needs through Key Worker support. PAYP has also drawn attention to the need to look beyond the young person when working with young people 'at risk', and instead consider what additional family issues need to be addressed if the intervention with the young person is to be successful.

9.1.11 In addition to the direct benefits to participating young people, a number of ancillary benefits from PAYP were also identified. In particular, PAYP was thought to have: fostered greater partnership working at all levels (Departmental, within GOs, and at Local Authority level), engaged successfully with the voluntary sector, honed operating practices, supported capacity building, and helped organisations move towards a more evidence based approach to service delivery. The above developments are timely with the move towards LAAs/Children's Trusts and the recognition by Government that many of the issues faced by society today cannot be solved by isolated approaches, but instead require a more holistic approach which can only be achieved by partnership working and buy-in at a local level.

Appendix A

Additional Statistical Data.

Table 17: Young Person Summary by Gender 2003-2006

Category	Female	Male	Unknown	Total
Participants	98,840	187,941	3,024	289,805
At Risk	83,672	160,664	2,359	246,695
PAYP Key Worked	19,785	42,822	598	63,205
Other Key Worked	18,277	32,765	591	51,633

Table 18: Young Person Summary by Age Range 2003-2006

Category	8 - 12	13 - 17	18 - 19	20 - 25	Total
Participants	106,424	170,954	11,806	621	289,805
At Risk	90,393	145,909	9,827	566	246,695
PAYP Key Worked	15,695	44,531	2,845	134	63,205
Other Key Worked	19,740	29,777	1,969	147	51,633

Table 19: Participants' Ethnicity by Gender 2003-2006

Ethnicity	Male	Female	Unknown	Total
White British	101,418	56,501	540	158,459
Info not obtained	25,594	14,337	1,665	41,596
Caribbean	10,662	6,109	104	16,875
African	8,690	3,676	67	12,433
Any other Black Background	6,729	3,264	126	10,119
Pakistani	7,175	2,357	130	9,662
White & Black Caribbean	4,849	2,790	47	7,686
Bangladeshi	4,675	1,260	59	5,994
Any other Mixed Background	3,259	1,958	36	5,253
Any other Ethnic Group	3,302	1,254	43	4,599
Any other Asian Background	3,046	1,131	48	4,225
Any other White Background	2,824	1,262	44	4,130
Indian	2,108	1,074	35	3,217
White Irish	1,380	751	13	2,144
White & Black African	884	406	14	1,304
White and Asian	674	323	12	1,009
Refused	403	223	37	663
Chinese	232	150	4	386
Totals	**187,904**	**98,826**	**3,024**	**289,754**

Table 20: Participants' Ethnicity by Age 2003-2006

Ethnicity	8 - 12	13 - 17	18 - 19	20 - 25	Total
White British	50,060	74,655	3,658	191	128,564
Info not obtained	16,304	18,552	1,031	30	35,917
Caribbean	4,428	7,927	774	49	13,178
African	3,438	5,862	793	51	10,144
Any other Black Background	2,845	4,937	501	24	8,307
Pakistani	2,622	4,623	519	17	7,781
White & Black Caribbean	2,181	3,525	239	14	5,959
Bangladeshi	978	3,085	572	19	4,654
Any other Mixed Background	1,552	2,385	190	17	4,144
Any other Ethnic Group	1,255	2,202	260	8	3,725
Any other Asian Background	1,498	1,864	199	10	3,571
Any other White Background	1,272	1,963	191	15	3,441
Indian	1,146	1,462	137	7	2,752
White Irish	711	933	56	8	1,708
White & Black African	413	562	67	3	1,045
White and Asian	340	446	22	3	811
Refused	229	335	11	1	576
Chinese	94	215	23	2	334
Totals	**91,366**	**135,533**	**9,243**	**469**	**236,611**

Table 21: Participants' Outcomes by Gender 2003-2006

Category	Male	Female	Unknown	Total
Positive	158,696	75,730	693	235,119
Other	13,039	6,987	76	20,102
Negative	8,537	2,953	11	11,501
Totals	**180,272**	**85,670**	**780**	**266,722**

Table 22: Participants' Outcomes 2003-2006[86]

Outcome	2003/04	2004/05	2005/06	Totals
Positive	60.0%	89.6%	92.1%	89.9%
Other	28.4%	6.6%	4.0%	5.9%
Negative	11.6%	3.8%	4.0%	4.1%
Totals	**100.0%**	**100.0%**	**100.0%**	**100.0%**
N	**7,974**	**113,051**	**127,118**	**248,143**

[86] The PAYP MIS generated a different figure for total Outcomes for the MIS query covering 2003-2006 when compared to the cumulative total from separate reports for 2003/04, 2004/05, and 2005/06.

Table 23: Participants' Outcome by Gender 2003-2006

Type	Last Outcome	Male	Female	Unknown	Total
+ve	Full-time school	9.6%	10.2%	17.2%	9.8%
	Award achieved	0.1%	0.1%	0.3%	0.1%
	Improved attendance	0.0%	0.0%	0.1%	0.0%
	Work towards award	0.4%	0.3%	0.1%	0.4%
	Full-time FE/HE	0.1%	0.1%	0.0%	0.1%
	Improved behaviour	1.2%	0.7%	0.6%	1.0%
	Not convicted 3 month	4.3%	3.7%	4.0%	4.1%
	Full-time learning	4.7%	3.4%	1.2%	4.2%
	Full-time employment	33.5%	37.3%	44.2%	34.8%
	Regular volunteer	1.3%	1.1%	0.8%	1.2%
	Full-time training	9.0%	8.9%	5.1%	9.0%
	Return to school	2.0%	2.1%	1.3%	2.0%
	Part-time learning	1.8%	1.6%	1.2%	1.7%
	Part-time school	2.2%	2.0%	1.7%	2.1%
	No ASBO last 3 months	0.7%	0.8%	0.5%	0.7%
	Enter school	0.3%	0.3%	0.1%	0.3%
	Part-time training	1.0%	1.1%	0.6%	1.0%
	Part-time employment	0.9%	0.7%	0.3%	0.8%
	Part-time FE/HE	0.7%	0.7%	1.3%	0.7%
	Enter college	2.3%	2.6%	4.0%	2.4%
	Enter training	0.0%	0.0%	0.0%	0.0%
	Return to learning	0.0%	0.0%	0.0%	0.0%
	Enter employment	0.1%	0.0%	0.1%	0.1%
	Return to FE	0.5%	0.4%	0.9%	0.5%
	Return to training	0.0%	0.0%	0.0%	0.0%
	Return to employment	1.2%	1.3%	0.9%	1.2%
Other	Support not required	0.5%	0.6%	0.1%	0.5%
	Ref to other agency	1.0%	1.0%	0.8%	1.0%
	Lost contact	1.5%	1.5%	1.2%	1.5%
	Outcome not known	3.1%	3.7%	6.8%	3.3%
	Moved	1.2%	1.3%	0.9%	1.2%
-ve	Unemployed	0.1%	0.0%	0.0%	0.1%
	Truant last 3 months	0.2%	0.2%	0.1%	0.2%
	Permanently excluded	0.5%	0.2%	0.0%	0.4%
	Fixed term exclusion	0.3%	0.1%	0.1%	0.2%
	Convicted last 3 months	0.7%	0.5%	0.3%	0.6%
	Custodial sentence	0.5%	0.3%	0.1%	0.4%
	ASBO last 3 months	0.7%	0.8%	0.0%	0.7%
	Arrest last 3 months	1.7%	1.4%	0.8%	1.6%
Totals		**100.0%**	**100.0%**	**100.0%**	**100.0%**
N		**180,272**	**85,670**	**780**	**266,722**

Table 24: PAYP Young People Questionnaire - Some young people are less likely to get into trouble.

Rating	Freq.	%age
Not like me	133	16.0%
A bit like me	257	31.0%
A lot like me	217	26.1%
Just like me	223	26.9%
Total	**830**	**100.0%**

Table 25: About PAYP outcomes - Some young people are attending school or college more often.

Rating	Freq.	%age
Not like me	184	22.4%
A bit like me	157	19.1%
A lot like me	189	23.0%
Just like me	293	35.6%
Total	**823**	**100.0%**

Table 26: About school or college - Some young people attend almost all the time.

Rating	Freq.	%age
Not like me	116	13.9%
A bit like me	202	24.2%
A lot like me	218	26.2%
Just like me	297	35.7%
Total	**830**	**100.0%**

Table 27: About school or college - Some young people get into trouble at school.

Rating	Freq.	%age
Not like me	189	22.8%
A bit like me	323	38.9%
A lot like me	134	16.1%
Just like me	184	22.2%
Total	**830**	**100.0%**

Table 28: About school or college - Some young people enjoy learning.

Rating	Freq.	%age
Not like me	240	28.6%
A bit like me	310	36.9%
A lot like me	144	17.1%
Just like me	146	17.4%
Total	**840**	**100.0%**

Table 29: Overall how would you rate the activities you have been involved in?

Rating	Freq.	%age
Very good	534	64.4
Good	227	27.4
Neither good nor bad	62	7.5
Poor	3	0.4
Very poor	3	0.4
Total	**829**	**100.0**

Table 30: About PAYP - Some young people have really enjoyed the activities.

Rating	Freq.	%age
Not like me	36	4.4%
A bit like me	79	9.6%
A lot like me	240	29.2%
Just like me	468	56.9%
Total	**823**	**100.0%**

Table 31: About PAYP outcomes - Some young people have got new interests.

Rating	Freq.	%age
Not like me	111	13.3%
A bit like me	197	23.5%
A lot like me	263	31.4%
Just like me	266	31.8%
Total	**837**	**100.0%**

Table 32: About PAYP outcomes - Some young people are getting involved in activities outside PAYP.

Rating	Freq.	%age
Not like me	213	25.8%
A bit like me	207	25.0%
A lot like me	169	20.4%
Just like me	238	28.8%
Total	**827**	**100.0%**

Table 33: About PAYP outcomes - Some young people have joined sports clubs or arts clubs/projects.

Rating	Freq.	%age
Not like me	314	38.7%
A bit like me	145	17.9%
A lot like me	138	17.0%
Just like me	215	26.5%
Total	**812**	**100.0%**

Table 34: About PAYP outcomes - Some young people have go on better with adults.

Rating	Freq.	%age
Not like me	63	7.5%
A bit like me	232	27.6%
A lot like me	251	29.8%
Just like me	295	35.1%
Total	**841**	**100.0%**

Table 35: About PAYP outcomes - Some young people have more confidence.

Rating	Freq.	%age
Not like me	57	6.7%
A bit like me	265	31.3%
A lot like me	273	32.3%
Just like me	251	29.7%
Total	**846**	**100.0%**

Table 36: About PAYP outcomes - Some young people feel better about themselves.

Rating	Freq.	%age
Not like me	78	9.3%
A bit like me	266	31.6%
A lot like me	261	31.0%
Just like me	237	28.1%
Total	**842**	**100.0%**

Table 37: About PAYP outcomes - Some young people have made new friends.

Rating	Freq.	%age
Not like me	73	8.6%
A bit like me	162	19.2%
A lot like me	258	30.6%
Just like me	351	41.6%
Total	**844**	**100.0%**

Table 38: About PAYP outcomes - Some young people have learnt new skills.

Rating	Freq.	%age
Not like me	47	5.6%
A bit like me	163	19.4%
A lot like me	285	34.0%
Just like me	344	41.0%
Total	**839**	**100.0%**

Table 39: Participant's Last Outcome by Age 2003-2006.

Type	Last Outcome	8 - 12	13 - 17	18 - 19	20 - 25	Total
+ve	Full-time school	11,169	19,458	488	38	31,153
	Award achieved	3,173	6,270	435	38	9,916
	Improved attendance	2,829	5,662	414	71	8,976
	Work towards award	1,207	4,436	402	68	6,113
	Full-time FE/HE	41	2,890	662	63	3,656
	Improved behaviour	1,220	1,636	102	7	2,965
	Not convicted 3 month	861	1,774	139	16	2,790
	Full-time learning	419	1,714	205	25	2,363
	Full-time employment	42	830	358	38	1,268
	Regular volunteer	172	862	154	18	1,206
	Full-time training	27	917	189	14	1,147
	Return to school	281	749	21	2	1,053
	Part-time learning	71	635	74	16	796
	Part-time school	120	609	17	2	748
	No ASBO last 3 months	117	500	43	2	662
	Enter school	75	484	4	0	563
	Part-time training	32	360	73	8	473
	Part-time employment	10	296	133	9	448
	Part-time FE/HE	3	193	56	5	257
	Enter college	1	141	15	0	157
	Enter training	2	128	18	0	148
	Return to learning	10	86	3	0	99
	Enter employment	0	57	26	1	84
	Return to FE	0	18	11	0	29
	Return to training	0	22	2	0	24
	Return to employment	2	15	4	0	21
Other	Support not required	2,188	2,918	203	32	5,341
	Refer to other agency	461	1,242	94	10	1,807
	Lost contact	263	1,106	142	20	1,531
	Outcome not known	221	905	89	4	1,219
	Moved	125	511	67	6	709
-ve	Unemployed	16	1,111	464	32	1,623
	Truant last 3 months	60	497	2	0	559
	Permanently excluded	53	345	0	0	398
	Fixed term exclusion	64	330	3	0	397
	Convicted last 3 months	18	280	20	2	320
	Custodial sentence	1	196	39	1	237
	ASBO last 3 months	35	143	5	1	184
	Arrest last 3 months	4	31	1	0	36
Totals		**25,393**	**60,357**	**5,177**	**549**	**91,476**

Table 40: Activity Category by Gender 2003-2006

Activity Category	Male	Female	Unknown	Total
Arts	7.2%	15.6%	15.0%	10.1%
Education	22.8%	25.0%	19.4%	23.5%
Health	1.4%	2.2%	1.4%	1.7%
Multimedia	5.1%	5.8%	4.3%	5.3%
Recreation	18.0%	20.4%	26.5%	18.9%
Sport	42.1%	27.1%	29.7%	37.0%
No category	3.2%	3.7%	3.7%	3.4%
Totals	**100.0%**	**100.0%**	**100.0%**	**100.0%**
N	*1,503,892*	*752,368*	*21,119*	*2,277,379*

Table 41: Brent UProject Outcomes 2005

Outcome	Freq.	%age
FT Education	238	72.78%
Employment	24	7.34%
E2E	17	5.20%
Other Training	10	3.06%
Other Programme	10	3.06%
Modern Apprenticeship	9	2.75%
PT Education	9	2.75%
No longer need Assistance and NEET	4	1.22%
Left Area	4	1.22%
Custodial Sentence	2	0.61%
Unemployed	0	0.00%
Advanced Modern Apprenticeship	0	0.00%
Neighbourhood Support Fund	0	0.00%
Other	0	0.00%
Total	**327**	**100.00%**

Further copies of the report can be obtained from Prolog (Tel: 0845 602260) quote reference 01998-2006DOC-EN