Early Intervention Youth Fund

West Midlands Recommendations Report and Toolkit

March 2020

Contents

Foreword from David Jamieson, West Midlands Police and Crime Commissioner

Over the past 10 years there has been a rise in violent crime across the country. The West Midlands has seen one the largest rises in serious violence, particularly amongst young people. It is clear that we are not going to arrest our way out of this and we need to work with local communities to provide positive opportunities for young people in the West Midlands.

In November 2018, I was successful in my bid into the Home Office's Early Intervention Youth Fund and received over £2 million to invest in diversionary activities for young people in the West Midlands. The Early Youth Intervention Fund has provided an opportunity for me to invest in positive activities for young people to help divert them away from gangs, violence and crime.

I have worked with Community Safety Partnerships and voluntary organisations to identify young people who are at greater risk of becoming involved in criminality as either a victim or perpetrator. I have focused the diversionary activity on young people who are at risk of, or have been, excluded from school and those young people who live in identified hotspot areas. It is vital that we intervene early on to provide positive activities for young people to keep them away from gangs and away from harm.

Over the past 18 months I have had the privilege of going to see some of the programmes funded through this initiative. When speaking to the young people taking part they have told me how much they have enjoyed taking part in positive activities and that they have improved their confidence by taking part.

There is no instant fix to reducing the number of young people becoming involved in violent crime. There must be a long term strategy which involves organisations.

I am proud of the work that has been done through the Early Intervention Youth Fund and the recommendations in this toolkit highlight best practice. This document will be available on my website and will be used when commissioning future youth provision.

David Jamieson

West Midlands Police and Crime Commissioner

What Works

The Early Intervention Youth Fund (EIYF) programme had four key themes; targeted interventions; interventions in the teachable moment; communication and learning; and building sustainable capacity. To contribute to the theme of communications and learning, on 4th July 2019, the OPCC held an event bringing together over 100 EIYF providers, plus practitioners working in the Voluntary and Community Sector (VCS). The event was an opportunity to share best practice around early intervention as a means to reduce youth criminality and serious violence. Additionally, the event highlighted the capacity building needs of local providers, which has allowed us to support them in removing barriers to achieving effective youth provision.

The following areas were identified as areas for sector capacity building:

- Adverse Childhood Experiences
- Safeguarding
- Logic Model / Theory of Change
- Monitoring & Evaluation
- Case Studies
- Collaboration
- Data Sharing

As a result of the event several actions have been taken forward, including the writing of this toolkit for the sector to use as a resource going forward. In addition, free training was delivered via Birmingham Voluntary Services Council (BVSC) around case Studies, safeguarding, measuring impact, and developing a theory of change.

The following sections are themes that emerged from the 4th July event, signposting organisations to resources and making recommendations.

1) Delivering Effective Youth Provision

The following factors were highlighted as 'What has worked well in the West Midlands' (in a youth provision context):

- Co-designing provision with young people and partners.
- Creating a safe place for provision.
- Providing holistic support via a multi-agency approach.
- Having trauma informed provision and trained staff.
- Use of appropriate monitoring tools (Quantitative and Qualitative).
- Clearly defined Outputs & Outcomes to showcase success.

These local points are also reflected in the 'Enablers of good youth provision', as outlined in the 'How youth provision supports young people in building assets for a healthy life' [1](November 2019); a working paper by the Centre for Youth Impact, on behalf of the Health Foundation, for the Young People's Future Health Inquiry.
Page 14 of the working paper identified that good youth provision:

---

[1] https://www.youthimpact.uk/uploads/1/1/4/1/114154335/271119_how_youth_provision_support_assets_a_for_healthy_life.pdf

1. Is based on the National Occupational Standards for youth work.
2. Is young-person centred.
3. Supports the development of healthy relationships.
4. Provides opportunities for young people to build relationships with trusted adults.
5. Is co-produced in partnership with young people.
6. Focusses on young people's personal and social development needs and outcomes.
7. Offers a safe and welcoming environment.
8. Is community-based and recognises the impact communities have on the development of young people.
9. Is developed and delivered collaboratively, in partnership with other services.
10. Balances universal with more targeted support.
11. Focusses on evaluation and learning.

These directly link to the [10 critical success factor](#)s[2] underpinning effective sport-based projects that StreetGames have identified, which are necessary for appropriately designed sport programmes that can help to reduce youth-related crime and anti-social behaviour (ASB) in hotspot areas. These success factors are:

1. Right staff.
2. Right young people.
3. Right style and right place.
4. Rewards/rewarding activities.
5. Attractive offer.
6. Clear Ethos.
7. Sustained delivery.
8. Multi – agent partnerships.
9. Personal development opportunities.
10. Positive pathways.

Recommendation 1:

Organisations in the West Midlands should reflect how their youth provision is designed and delivered to be effective and successful.

2) Creating Trauma Informed Provision

Adverse Childhood Experiences (ACEs) are traumatic or stressful events that occur in childhood, which can potentially have a negative impact across the life course, in the absence of resilience and supportive relationships. The following factors were identified as what works in the West Midlands:

• Having training / informed staff to the appropriate level for the provision (and appropriate staff support put in place).
• Creating a safe place for provision.
• Providing holistic support with a multi-agency approach.

---

[2]

https://network.streetgames.org/sites/default/files/Community%20safety%20%26%20sport%20A5%20booklet%20Updated%20Version%20-%20low%20res.pdf

The Early Intervention Foundation in the report entitled, 'Realising the potential for early intervention'[3] (page 7), noted that:

> *"Research into adverse childhood experiences (ACEs) has furthered our understanding of the long-term impact of multiple risk factors within a child's home environment. ACEs include abuse or neglect, exposure to domestic violence, parental substance misuse and parental mental health problems. Studies have confirmed a strong association between the number of ACEs and the risk of mental health problems, chronic diseases, involvement in crime and other poor outcomes in later life. They also indicate that ACEs are highly prevalent: at least a quarter of the population have experienced four or more adverse experiences during childhood. However, ACEs are not predictive at an individual level, and cannot tell us who might need early intervention or other support. An ACE score is retrospective, and because the impacts of early life adversity differ widely from person to person, it does not necessarily reflect a person's current situation, needs or risks. ACEs should not be used in isolation to determine who should receive early intervention, and an ACE score is not a substitute for careful assessment of current needs."*

To ensure youth provision builds resilience and provides supportive relationships, organisations should be trauma informed. The key principles of trauma informed practice are that organisations promote: trust, choice, collaboration, empowerment, and safety, whilst assuming that everyone has experienced trauma.

To learn more about ACEs and trauma informed provision to help build resilience, the WMOPCC has commissioned a free online training course, available online at: https://www.acesonlinelearning.com/.

Recommendation 2:

Organisations in the West Midlands providing youth provision, should access ACEs training, to support the integration of trauma informed provision. Providers should also be familiar with local support organisations, should specific needs be disclosed that are outside of the providers specialism and/or remit.

3) Safeguarding children and young people

One of the key principles of trauma informed provision is safeguarding children and young people.

The Department for Education (DfE) has produced a voluntary safeguarding code of practice - Draft guidance for out-of-school settings providers[4] (December 2018). This is non-statutory guidance from DfE that is intended to be a voluntary resource to help providers of out-of-school settings, understand best practice for creating a safe environment for the children in their care.

---

[3] https://www.eif.org.uk/report/realising-the-potential-of-early-intervention
[4] https://consult.education.gov.uk/regulatory-framework-unit/out-of-school-settings-voluntary-safeguarding code/supporting_documents/Voluntary%20safeguarding%20code%20of%20practiceDraft%20guidance.pdf

The draft guidance outlines as a minimum three broad areas in which they recommend all youth providers adopt policies. These are:

- Health and Safety;
- Child Welfare (this includes online and digital safety); and
- Suitability of Staff and Volunteers.

For further information and resources around safeguarding, visit the [NSPCC website](https://learning.nspcc.org.uk/safeguarding-child-protection)[5] which has resources available.

If you are concerned for a Young Person:

If you suspect or believe that a child is suffering, or is likely to suffer significant harm, or any form of mistreatment or abuse, you should report your concerns immediately to your respective Children's Advice & Support Service (CASS) or equivalent service.

Regionally, more information is available at: westmidlands.procedures.org.uk.

Birmingham City Council has developed a [Right Help, Right Time document](http://lscpbirmingham.org.uk/images/RHRT_2018/Right_Help_Right_Time_Guidance.pdf)[6] that provides key information for everyone who works with children, young people and their families in Birmingham (although most of the advice and guidance may be helpful region-wide).

If you are concerned about a young person, most local authorities in the West Midlands will require a completed multi- agency referral form. More information and relevant forms for each area can be found online (links below):

Birmingham	Solihull
Coventry	Wolverhampton
Sandwell	Dudley
Walsall	

Recommendation 3:

Organisations in the West Midlands providing youth provision should have appropriate policies and procedures in place to ensure the safety of the young people accessing the service. Providers should have a safeguarding lead who can advise on escalating concerns around young people accessing provision and who is aware of the most recent safeguarding legislation and best practice.

---

[5] https://learning.nspcc.org.uk/safeguarding-child-protection

[6] http://lscpbirmingham.org.uk/images/RHRT_2018/Right_Help_Right_Time_Guidance.pdf

4) Defining, Measuring & Proving Impact / Monitoring and Evaluating

Feedback from EIYF providers and small organisations has been that measuring impact and evaluation can be challenging to small organisations, when staff often have multiple roles such as frontline delivery, fundraising, safeguarding and writing monitoring reports. Putting in time to step back and put in effort for systems to measure change, to evaluate and to quality assure can fall down the priorities list.

The [NPC](#)[7] have highlighted organisations who have created benefits to their organisation. Impact measurement can:

- Motivate and inspire frontline staff.
- Save staff time.
- Improve services for beneficiaries.
- Influence the debate on 'what works'.
- Raise their profiles.
- Secure funding.

The following sections have toolkits to help organisations think about their approach to measuring impact and evaluating.

a) Developing a Logic Model /Theory of Change

A logic model is a roadmap that articulates the resources, activities and outcomes within a project. It is a good planning tool that visually identifies that casual connection between factors 'Inputted' into a project started to solve a problem, which will result in the desired 'Outcomes'.
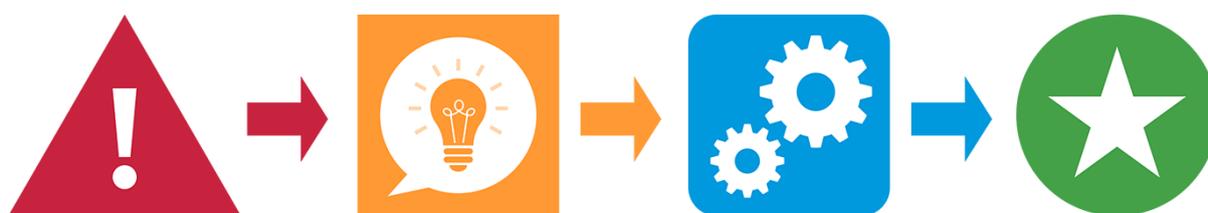
PROBLEM: What is the **problem to be addressed** (based on existing evidence)?

RESPONSE: What is the **proposed intervention** & how/ why will this address the problem?

OUTPUTS: What will be **produced** as a result of the response & what **resources** are required?

OUTCOMES: Considering the problem, response & outputs; what are the **expected changes** in the short, medium & long term.

A theory of change is a type of logic model that focuses on an organisation's overall goal and then works back from this goal to consider pre-conditions and assumptions; as well as all of the factors identified in the above logic model diagram above. An effective theory of change should use an evidence base or theory (known as a 'scientific evidence base') that can explain why an intervention is needed and how it will cause change.

---

[7] https://www.thinknpc.org/resource-hub/a-journey-to-greater-impact/

For more information on Theory of Change:

[Ten-step guide to Theory of Change](#)[8]

Theory of change template, see page 48 of [DIY Learn toolkit](#)[9]

Scientific Evidence Theory of Change, see page 16-25 of [Early Intervention Foundation's report on 10 steps for evaluation success](#)[10]

A brief guide to improving the measurement of your organisation's social value or impact from [NCVO.](#)[11]

b) Measuring Outcomes

"While many service providers have powerful examples of lives transformed, they have struggled to provide 'harder' quantitative evidence of the difference that their services make, and to articulate the value that they produce for young people and for society more broadly." [12]

The quote above has been validated by numerous providers of youth interventions across the West Midlands. In a landscape of evidence based outcomes combined with short term funding; youth providers have highlighted the difficulties in demonstrating the medium to long term outcomes and impact of their provision. The EIYF has seen a trend in measuring intrinsic (personal development) outcomes of young people; without a correlation to extrinsic outcomes (those that have wider societal impact).

The Young Foundation developed a 'Framework of Outcomes for Young People' (2012); which is designed to highlight the fundamental importance of intrinsic social and emotional capabilities (such as increased confidence), to the achievement of all other extrinsic outcomes for young people (such as better educational attainment).

The [Framework](#)[13] refers to 7 clusters of capabilities that provide a common language of building resilience among young people:

1. Communication
2. Confidence & Agency
3. Creativity
4. Managing Feelings
5. Planning & Problem Solving
6. Relationships & Leadership
7. Resilience & Determination

The framework also includes a [matrix of tools](#)[14] that could be used to measure each capability.

In November 2019, A [Framework of Outcomes for Young People 2.0](#)[15], 'Revisiting and revising the Catalyst Framework of Outcomes' (2012) was published. As outlined on page 11, the aims of this revised outcomes framework is that providers and commissioners:

---

[8] https://www.thinknpc.org/resource-hub/ten-steps/

[9] https://diytoolkit.org/

[10] https://www.eif.org.uk/resource/10-steps-for-evaluation-success

[11] https://knowhow.ncvo.org.uk/how-to/how-to-improve-your-social-value-impact-measurement

[12] A framework of Outcomes for Young People (2012), The Young Foundation; McNeil, Reeder & Rich, Page 4.

[13] https://youngfoundation.org/publications/framework-of-outcomes-for-young-people/

[14] http://youngfoundation.org/wp-content/uploads/2012/10/Matrix_of_tools_July_2012.xlsx

[15] https://www.youthimpact.uk/outcomes-framework.html

- Identify beneficial outcomes for young people that can be achieved or enhanced through youth work and non-formal learning provision;

- Develop a theory of change that sets out the relationships between outcomes, mechanisms of change and context;

- Adopt an approach to evaluation that explores these relationships; and

- Regularly review and reflect on insights that are emerging through the evaluation approach, to inform adaptation and improvement.

The 2019 Frameworks specifies six domains of social and emotional skills that should be considered in measuring outcomes and impact of youth provision. These are:

- Responsibility
- Empathy
- Problem Solving
- Initiative
- Teamwork
- Emotion Management

c) Developing Case Studies

An effective case study should showcase a change as a result of the intervention. It should highlight a personal journey (keep it anonymous or use a pseudonym). A case study is a way to demonstrate the impact an intervention has made to one individual and, if relevant, the family, school and social impact. It is a qualitative monitoring tool that brings the numbers and statistics to life; communicating to commissioners the difference the funding is having on individual young people.

An effective case study should be concise (about 200 words), but include:

1. **Background:** Set the scene of the individual's circumstance. Why do they need the intervention?

2. **Intervention:** Concisely articulate the intervention that took place/ or is taking place specifically with the individual. What was the intervention?

3. **Current Situation or Result of Intervention:** Explain how the intervention has impacted the individual. What change has occurred/ is occurring?

4. **Evidence of Outcomes Achieved:** Identify how this change has been evidenced. What is the measure of change?

5. **Feedback from Young Person/Parent/Carer/Teacher/Professional:** If possible, include how other key people have observed the change.

Sample Case Study

Pseudonym: J, male, aged 11.

J had several fixed term exclusions for poor behaviour in primary school and was at risk of offending and at risk of a positive attitude towards criminality due to the activity of older siblings. A 12 week mentoring intervention across primary and transition to secondary was put in place, with the aim of developing self-confidence and self-esteem; as well as learning how to share and express emotions. J has grown in self-confidence and was able to explore and share feelings with his mentor. J's mental well-being has increased, which has been demonstrated by an increased score of 5 on Warwick-Edinburgh Mental Well-being Scale (conducted via research-based questionnaire at the beginning and end of intervention). This has resulted in J improving behaviour in high school, with senior staff praising him for good behaviour and efforts made in his work.

d) Monitoring quality

The [Youth Programme Quality Intervention (YPQI)](16) is a pilot quality improvement process project. It encourages organisations to think more widely about their evaluation and delivery, wider than just individual outcomes for young people. It suggests organisations should provide:

- A safe environment promoting inclusion and equality.
- A supportive environment with young people and others.
- Interaction and engagement with young people to support their learning.
- Professional learning developing reflective practices and opportunities for staff development and learning.

"The YPQI give an opportunity for an externally validated set of standards and criteria to be used by organisations to conduce peer to peer observations and creating a cycle of self-improvement both for individuals and teams this well also start creating a body of evidence against which organisations can benchmark themselves and start to create a common standard for provision that young people and communities can expect." [YPQI Youth work policy and practice context in England](17)

Recommendation 4:

Organisations in the West Midlands providing youth provision should develop a logic model or theory of change, demonstrating their offer of defined and measurable outcomes, impact, and quality. Organisations should feel confident about sharing how their interventions impact positively on young people, by taking a whole organisational approach to impact.

---

[16] https://www.youthimpact.uk/ypqi---uk.html

[17] https://www.youthimpact.uk/uploads/1/1/4/1/114154335/youth_programme_quality_intervention__ypqi_-_the_youth_work_policy_and_practice_context_in_england__-_november_2019.pdf

5) Collaboration and Sharing

Feedback from EIYF providers and small organisations engaging in the agenda of gangs and violence, has been that there is a need for support and networking for delivery organisations to make connections with each other, due to the challenging nature of the work. One way is to make connections and partner with organisations who can provide the informal support but also may become collaborative partners in funding bids.

Benefits of collaboration:

- Working together can result in bigger achievements than working separately.
- Resources can be shared between organisations – sharing training, sharing rooms, sharing equipment.
- Problem sharing – checking out with colleagues and having a support network.
- Better community awareness.
- Access to funding – putting in a collaborative bid can mean smaller organisations may have access to larger pots of funding that they wouldn't otherwise be able to access due to their size.

In addition to linking in with statutory services, each local authority has a voluntary services organisation to link in with:

Solihull[18]   Wolverhampton[19]   Dudley[20]

Coventry[21]   Walsall[22]   Sandwell[23]

Birmingham

BVSC are currently mapping services across the West Midlands. The end result of this will be a web resource which will signpost to organisations across the West Midlands that offer support to young people. This resource is expected to go live in April 2020.

Recommendation 5:

Organisations in providing youth provision in the West Midlands, should seek to make partnerships to build resilience for their organisations, work together to support each other, problem solve and share resources.

[18] https://colebridge.org/
[19] http://www.wolverhamptonvsc.org.uk/
[20] dudleycvsreview.org/
[21] https://www.positiveyouthfoundation.org/
[22] https://onewalsall.org/
[23] https://www.scvo.info/

West Midlands Police and Crime
Commissioner, Lloyd House,
Colmore Circus Queensway,
Birmingham, B4 6NQ.

0121 626 6060

www.westmidlands-pcc.gov.uk