Cardiff School of Social Sciences

Paper: 128: Evaluation of the Effectiveness of the Safer Communities Fund 2006 -2009

**Final Research Report Submitted to the Welsh Assembly Government
by Cardiff University, Swansea University,and ARCS Ltd - July 2009**

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Introduction

The Safer Communities Fund (SCF) commenced in March 2003. Its current aim is to support implementation of the All Wales Youth Offending Strategy (2004), which seeks to reduce both first time entrants into the criminal justice system and re-offending rates. During 2006-09, a total of £13,473,498 is being distributed across the 22 Community Safety Partnerships in Wales - for projects seeking to reduce youth crime and disorder.

Key research aims

In January 2008, the Welsh Assembly Government commissioned Cardiff University, Swansea University and ARCS LTD to "assess the design, implementation and effectiveness of the Safer Communities Fund (2006-9)" across the 22 local authority areas in Wales. The specific aims listed in the commissioning documentation were:

> ➢ "To be able to give advice to schemes and projects to enable the projects to be more effective in the third year of the scheme;
> ➢ To evaluate the overall effectiveness of the scheme and of the types of project within the scheme"; and
> ➢ "To make recommendations regarding possible future initiatives of a similar nature."

It was also intended that the evaluation examine SCF activities in terms of the SARA criteria[1] both at an overall level (where an examination of project and area feedback in relation to key SARA headings was to be undertaken) and at area/project level, where adherence to the SARA approach was meant to inform the selection of case studies for more detailed analysis (and where the research team was meant "to examine the rationale and decisions made with regard to the SARA topic headings" in local areas).

In short, the evaluation aimed to deliver a robust mid-term assessment of progress to date at both national and local level - providing an anchor for recommendations about the shape and direction of future youth crime prevention work across Wales.

Context of community safety work in Wales

The delivery of community safety in Wales takes place within complex legal, political, financial and organisational structures. Responsibility is split between the Department of the Welsh Assembly Government, the regional Home Office in Wales, and the responsible authorities for each of the 22 community safety

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[1] The SARA criteria are: *Scanning*: clear identification of the problem; *Analysis*: systematic analysis of the problem; *Response*: performance management - including the specification of performance indicators and targets; *Assessment*: evaluation of the effectiveness of the intervention.

partnerships[2]. Whilst the Welsh Assembly Government does not currently possess full decision-making powers over policing and criminal justice, it does have powers over areas of social policy that are of central importance to community safety and youth justice work[3].

This partially devolved context for community safety work in Wales can present a substantial challenge to local partnerships who have to try to reconcile the objectives of the Assembly Government with both local priorities and the Home Office agenda[4]. However, the processes of devolution have provided opportunities for the development of a distinctively Welsh approach to youth justice policy (Haines et al., 2004; Morgan 2002). For example, as Haines and Case (2008) note, 'the preventive policy (but punitive reality) of English youth justice' contrasts sharply 'with the children first policy in Wales'.

The three main strategies that underpin this Welsh philosophy - Extending Entitlement (2002); the All Wales Youth Offending Strategy (2004); and Youth Crime Prevention in Wales: Strategic Guidance (2008) - are summarised below.

Extending Entitlement

Having adopted a universal children's rights approach based on the UN Convention on the Rights of the Child, a set of universal entitlements have been developed for Wales that reflect aspirations for all young people, taking an explicit, positive and inclusionary perspective.

The key features of Extending Entitlement are:

> ➢ it is targeted at **all** young people aged 11-25 living in Wales and is concerned with **all** aspects of their lives;
> ➢ it seeks to maximise the opportunities and choices for all young people – promoting access to enhancing activities and focusing on aspirations and achievement for all young people;
> ➢ it seeks to include all national and local agencies and organisations whose work has an impact on the opportunities and choices of young people in Wales;
> ➢ it is a long-term strategy involving structural, cultural and attitudinal changes in the provision of services and support;
> ➢ whilst short-term results are important, it recognises that the real gains are to be made from investment in the future and that evidence of this impact will take time to emerge.
> ➢ The importance of collecting ongoing information about the impact of Extending Entitlement is recognised in order to assess effectiveness and promote local action in areas of greatest need.

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[2] In addition, the different population profiles for each CSP have resulted in uneven economies of scale in the delivery of community safety interventions.
[3] For example, education, social services and youth services, as well as regeneration and community development. The Assembly Government also formulates policy on substance misuse and youth inclusion, which are current strategic priorities - see Welsh Assembly Government (2003) *Wales: A Better Country*. Cardiff: Welsh Assembly Government.
[4] Currently, this is made even more demanding by the extensive Home Office Reform Programme.

The All Wales Youth Offending Strategy

This strategy provides a national framework for preventing offending and re-offending by young people in Wales - articulating the over-arching principle that 'young people should be treated as children first and offenders second' (Welsh Assembly Government & Youth Justice Board, 2004). It asserts that action must be taken to identify children and young people at risk of offending and to provide appropriate programmes to re-engage and divert them away from offending behaviour.

There are five levels of intervention - preventative, early intervention, community sentence, custody and resettlement - and proposed actions include:

> ➢ reducing the number of young people who are not in education, training or employment;
> ➢ the development of a range of effective community programmes;
> ➢ joint working between local partnerships to identify young people at risk of offending and to develop appropriate responses;
> ➢ joint working between local partnerships to identify and target and facilitate appropriate intervention with young people who offend;
> ➢ education and training arrangements to meet the needs of young people within the criminal justice system;
> ➢ developing appropriate provision for each young person in the criminal justice system to ensure they can access their universal basic entitlement to support and services;
> ➢ community based sentencing alternatives to custody for young people who offend (where this is in the best interests of the child), and
> ➢ Welsh children and young people entering custodial facilities in England being afforded the same rights as both their English counterparts and as other children and young people in Wales.

Thus, the Welsh Assembly Government has moved away from a problem-oriented, negative and controlling policy towards young people, and has instead established a policy framework that embodies a positive view of both young people, and what can be done to achieve the vision of a better Wales. Both the All Wales Youth Offending Strategy and Extending Entitlement articulate a co-ordinated approach to promoting universal entitlement, pro-social behaviour, and addressing the needs of young people, rather than focusing on what risks they pose or costs they may impose.

Youth Crime Prevention in Wales: Strategic Guidance

This guidance seeks to combine the 'risk and rights' agenda, and the targeted and universal approaches, in order to achieve the key outcome of a reduction in the number of young people entering the criminal justice system. In brief, this guidance emphasises a 'targeted approach to the prevention of youth crime and anti-social behaviour' whilst simultaneously aiming to set out 'a holistic approach to end-to-end youth justice in Wales' (Welsh Assembly Government & Youth Justice Board, 2008).

The guidance describes a three-tiered approach to youth crime prevention:

➢ diversionary intervention - provided mainly by universal services;
➢ partnership prevention work - targeting individual children and young people who have been identified as on the cusp of offending, involved in anti-social behaviour, or subject to a number of risk factors; and,
➢ early intervention - focused on children and young people at early stages of involvement with the criminal justice system.

The role of SCF

The Safer Communities Fund (SCF) is allocated by the Community Safety Division of the Assembly Government's Department of Social Justice and Local Government. Alongside the YJB Prevention Grant to Youth Offending Teams, SCF provides the crucial financial resources underpinning youth crime prevention interventions across Community Safety Partnerships (CSPs) and Youth Offending Services (YOSs) in Wales. Almost £4.3m of funding was approved from SCF between April 2006 and March 2007, and this amount increased to over £4.6m between April 2007 and March 2008[5]. SCF is currently estimated to provide approximately 20% of local CSP budgets (Edwards & Hughes, 2008).

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[5] This represents an increase of around 7% in all areas, except for Merthyr Tydfil where it rose by over 46%.

Research design and outline of report

This mid-term assessment of the SCF programme has focused on both the implementation and (to a lesser extent) the measurable impacts of the SCF interventions, using a combination of quantitative and qualitative research methods and evidence. Each strand of the research project is described in brief below.

Review of existing research (Section 3)

This brief review provides an overview of existing research on community-based crime prevention interventions aimed at young people, and a summary and discussion of the available literature concerning problem-solving approaches to such preventive work (such as SARA, which is referred to in more detail in Section 5, below).

Trend analysis of youth offending and youth justice outcomes in Wales (Section 4)

The research team undertook a longitudinal comparison of annual national trends in officially recorded youth crime and numbers of first-time entrants into the criminal justice system since 2002/3.

Analysis of SCF data-base material (Section 5)

A key strand of the research involved the interrogation of data entered on the on-line Funding Project Database. Material held on the data-base was summarised and assessed in order to:

 ➢ describe the breadth and progress of SCF-funded activity nationally,
 ➢ examine the degree to which areas and individual projects "have followed the SARA criteria", and also
 ➢ describe the extent to which local projects fit with the All Wales Youth Offending Strategy;

Findings from the analysis are presented in this section for Wales as a whole and, where possible, for each of the 22 CSP areas.

Examination of three case-study areas (Section 6)

The case-study element of the evaluation necessitated in-depth research in three selected areas: Rhondda Cynon Taf, Flintshire and Swansea[6]. These areas were chosen because each has both a reputation for innovative and successful community safety work, and a good record of youth justice working.

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[6] The team also held some initial scoping discussions with key stakeholders in Wrexham in advance of choosing the final case-study sites.

The case-study research involved:

- the collection and analysis of local documentation and data;
- individual and focus group interviews with agency representatives (from strategic managers to project workers);
- group discussions with young people on projects; and,
- where possible, interviews and group discussions with community representatives.

Review of existing research

Community-based crime prevention for young people

Newburn and Souhami (2005) have described the sea change in how youth diversion and youth crime prevention is conceived - moving away from the professional philosophy of minimising the level of contact with the formal justice system (the dominant approach 20 or 30 years ago), to the preferred current approach of early and more extensive intervention in the lives of young people. In turn the assessment of 'success' has changed. Whereas in the 1980s 'diversion' became the end in itself, latterly, with the rise of the 'what works' movement, attention has shifted to measuring how and why different measures affect levels and types of offending by young people. Nonetheless, research evidence on 'what works' with young offenders remains in the words of Newburn and Souhami:

> *Slight and in most cases rather inconclusive. Much of the research that has been undertaken is poorly equipped to provide the kind of evidence being sought, with the vast majority of what has been done in the name of 'evaluation' in this area being small in scale, slight in ambition or poor in execution.*

Despite this, it is important to consider what the research community has found in relation to community-based crime prevention for young people.

In the mid-1990s, Farrington (1996) proposed that the UK adopt an approach based on the USA Communities that Care (CtC) programme - a social development programme to reduce risk and increase protection within local communities[7]. Around the same time, a Home Office commissioned review (of methods to reduce re-offending) advocated the use of community crime prevention (CCP) in the UK (Hope, 1998) - more specifically, its targeting on high crime communities and the development of comprehensive community initiatives (CCIs) to tackle the multiple, and often inter-related social problems that can produce crime and other negative outcomes. More recent research (see Archer et al., 2002) has also found that 'holistic and joined-up approaches' (such as CCIs) offer the most promising avenues of CCP with young people. A number of examples of 'promising' community-based initiatives are outlined below.

Communities that Care in the UK

The evaluation of UK Communities that Care (CtC)[8] concluded that the CtC model was a 'promising' approach to CCP with young people because it provided an evidence-based rationale for applying knowledge in practical neighbourhood programmes and it promoted risk-focused partnerships between communities and professionals. Although an evaluation found that the programme's weaknesses were largely the result of implementation failure, France and Crow

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[7] CtC supports socially disadvantaged and high crime local communities in conducting risk assessments and planning interventions around identified community-specific neighbourhood and psychological factors that are statistically related to self-reported negative behaviours (e.g. offending, anti-social behaviour, drug use, school failure, teenage pregnancy) amongst young people in the community – see Hawkins and Catalano (1992).

[8] Established in 1997 with financial support from the Joseph Rowntree Foundation, CtC has now been established in over 30 communities in the UK.

(2005) cautioned that it is extremely difficult to attribute successes in a given community to any one programme and using 'what works' criteria to evaluate CCP programmes remains problematic due to their complex nature and universal delivery focus[9].

Youth Inclusion and Support Panels (YISPs) [10]

An evaluation of YISPs (Walker et al., 2007) identified a series of 'elements of promising practice' relating to YISPs, notably the development of multi-agency partnerships at both strategic and service delivery levels, the use of multiple interventions within holistic programmes and the participation and engagement of children, young people and their families at all stages of the process.

Youth Inclusion Programmes (YIPs) [11]

The national evaluation of the first three years of YIPs found that arrest rates in YIP areas had fallen by 65%, and arrest rates amongst existing offenders had fallen by 73% since the inception of the YIP (Morgan Harris Burrows, 2003). The evaluators praised the YIP initiative as innovative, coherent and based on empirical evidence of known risk factors for youth offending and 'what works' in addressing these risk factors.

Summary

The evaluation of community-based crime reduction is still in its infancy, making it premature to try to draw any firm conclusions about its effectiveness. Many common interventions have never been properly evaluated, and many successful evaluations have not been replicated often enough to provide findings that can be generalized. More rigorous and high quality evaluations are needed to build the evidence base. Indeed, new methods of evaluation may be required in order to test the more complex, indirect processes through which it is thought to be able to institute change (Maruna & ARCS Ltd, 2008).

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[9] The major evaluation of the implementation of CtC in three sites in England and Wales consisted of a school-based risk factor questionnaire and case studies of how communities selected the most important risk factors target locally, how they audited their local resources and how they formulated action plans to deliver interventions – see France and Crow (2005).

[10] The Youth Inclusion and Support Panels (YISPs) initiative is funded by the Children's Fund and supervised by the Youth Justice Board Prevention Programme Support Team. YISPs are situated within Youth Offending Teams (YOTs) in England and Wales and aim to prevent the onset of anti-social behaviour and offending by 8-13 year olds. The 'top 50' young people considered to be 'at risk' of offending are referred to the YOT by local agencies, where they are risk assessed using the 'Onset' instrument. Following this assessment, multi-agency panels tailor interventions to the young person's risk profile using evidence-based programmes that the YJB has identified as 'what works' to reduce youth offending.

[11] Youth Inclusion Programmes (YIPs) were established in 2000 as tailor-made programmes for 8 to 17 year olds considered to be at high risk of involvement in crime in 110 of the most socially-deprived / high crime neighbourhoods in England and Wales. High risk young people in each neighbourhood are identified by the YOT, police, social services, local education authorities or schools, neighbourhood wardens and anti-social behaviour teams. The goals of YIPs are to engage these high risk young people with constructive interventions delivered by multiple agencies and focused on, for example, improving access to mainstream services, skills development, education, careers guidance, increased opportunities for leisure activities and providing positive adult role models / mentors.

Trend analysis: youth crime in Wales [12]

The primary aim of this section is to describe the context in which the Safer Communities Fund and the CSPs are working. Before presenting the trend analysis, it is essential to raise some caveats:

> ➤ Recorded crime data do not necessarily provide a comprehensive picture of offending[13];
> ➤ Recording practices can differ between areas and change over time, making longitudinal comparisons problematic; and,
> ➤ Descriptive trend analysis does not allow any causal links to be drawn between changes in crime and particular interventions[14].

Overall trends in recorded youth crime

Between 2002 and 2007, recorded youth offending in Wales fell by 12%[15]. During the same period, the most commonly recorded forms of youth offending in Wales were motoring offences (21%), followed by theft and handling (17%), violence against the person (13%), criminal damage (12%) and public order offences (10%)[16]. The number of motoring offences has dropped consistently while public order offences and breaches of statutory orders have risen consistently. For other offence types the picture was mixed[17].

The number of recorded youth offenders as a proportion of the total youth population ranged between 1 and 6% in 2007-08[18]. There was no consistent trend in terms of the number of recorded young offenders in each YOT area. Between 2006-07 and 2007-08, most YOT areas recorded no change[19] while some recorded slight (1-2%) falls[20].

Offender profiles

Ethnicity
The vast majority of youth offending in Wales was committed by white youths (97% in 2006-07, and 96% in 2007-08).[21]

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[12] Data on recorded youth crime from 2002-2007 was provided by the Youth Justice Board of England and Wales. Attempts were also made to obtain data on anti-social behaviour in Wales for the same period, but it was not possible secure a relevant data-set.

[13] They omit crime that has not been reported, detected or even recorded.

[14] As with all trend data, a certain amount of random change would be expected year-on-year and even when real changes are observed there are likely to be complex and multi-faceted reasons behind these. Large-scale evaluations tend to use experimental or quasi–experimental evaluation methods (including multivariate statistical methods) to try to disentangle the multiple impacts on observed changes but such analysis was beyond the scope of this evaluation.

[15] From 18,957 to 16,676 offences in total.

[16] For further details, see Table 1 in Appendix 1.

[17] For further details, see Table 2 in Appendix 1.

[18] As there are no statistics yet available for the total number of offences committed in 2007-08, it is difficult to assess whether changes in the number of recorded offenders have translated into equivalent changes in the number of offences committed.

[19] Blaenau Gwent and Caerphilly, Bridgend, Conwy and Denbighshire, Merthyr, Monmouthshire, Neath Port Talbot, Pembrokeshire, Swansea, Vale of Glamorgan.

[20] Carmarthenshire, Flintshire, Powys, Wrexham. Further details on this analysis can be found in the Appendix 1.

[21] In Wales, the BME population is 2.1%, compared to 9.1% for England, and 8.7% for England & Wales combined.

Gender

Between 2002 and 2007, male youth offending decreased by 14% (from 16,258 offences to 13,597 offences). Over the same period, female youth offending increased by 14% (from 2,699 offences to 3,079 offences). The percentage of total recorded youth offending in Wales committed by males has fallen year-on-year from 86% in 2002-03 to 81% in 2006-07 as female offending has increased. Males aged between 10 and 17 accounted for 83% of the overall recorded youth offending over 2002-2007. Above average rates of male offending were associated with motoring offences (97% committed by males), vehicle theft (92% by males), and burglaries (93% of domestic burglaries and 95% of non-domestic burglaries). Compared to the overall rate of 17% of youth offences committed by young women, offences such as theft and handling (32% committed by females), violence against the person (27% committed by females) and public order offences (24% committed by females) were more associated with female youth offending.

Age

The number of recorded offences increases with the age of the young person - a trend that remains consistent each year from 2002-2007. Overall, more than half of offences (56%) were committed by 16 and 17 year olds (26% by 16 year olds, and 30% by 17 year olds). However, 77% of motoring offences were committed by 16-17 year olds. Conversely, 44% of youth offences were committed by those aged 10-15 years. The younger age groups were more associated with theft and handling and criminal damage (59% of offences were committed by 10-15 year olds).

Young people in the Youth Justice System in Wales

First-time entrants[22] to the criminal justice system[23]

➢ There was a fall in the number of FTEs into the Youth Justice System in Wales between 2005-06 and 2006-07 – from 5,425 to 4,690 FTEs.

➢ As a percentage of the overall youth population in each area, the number of FTEs entering the Youth Justice System each year ranged between 1% and 4%. Most areas recorded the level of FTEs each year at between 1-2% of the youth population, except Gwynedd Mon in 2006-07 (4%) and Wrexham in 2006-07 (3%).

➢ There were no increases in any area from 2006-07 to 2007-08 in terms of FTEs as a percentage of total young people in the area.

➢ The total number of FTEs in Wales in 2005-06 and 2006-07 was appreciably lower than in any other region across England and Wales that provides figures to Youth Justice Board.

➢ The 14% decrease in FTEs in Wales between 2005-06 and 2006-07 compares favourably with the 7% increase across England and Wales as a whole; and is a larger decrease than in all other regions apart from the South East (14%) and the East Midlands (18%).

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[22] A first-time entrant (FTE) is a young person entering the Youth Justice System for the first time and receiving a first reprimand, final warning or court order.

[23] Data have been made available for first time entrants into the Youth Justice System from 2005-06 to 2006-07 by YOT area. These data have only been collected since 2005-06 and are not currently split by gender or age.

> The FTE trend between 2005-06 and 2006-07 is inconsistent across Wales - with some YOT areas reflecting the all-Wales trend of recorded falls in FTEs, whilst others have recorded an increase. Such small changes are unlikely to be statistically significant however and so should be interpreted cautiously.
> The largest decreases in FTEs from 2005-06 to 2006-07 came in Cardiff (89%), Gwynedd Mon (38%), Swansea (27%), Wrexham (26%), and Pembrokeshire (26%).

Pre-court disposals[24] *for young people in Wales 2002-07*

> For 2002-07, 26,422 pre-court disposals were given to young people in Wales (72% to males), comprising 17,366 police reprimands (70% to males) and 9,056 final warnings (77% to males).
> Across Wales since 2002-03, there have been alternating slight increases and decreases in the overall number of pre-court disposals given to young people. This trend has been largely consistent in terms of the two specific forms of pre-court disposal and has been consistent within each gender.
> In the main, there have been only small changes over time in the number of police reprimands for most age groups. The exception is for 17 year olds, where there seems to be a downward trend in the number of police reprimands since 2003.
> Trends in relation to final warnings are broadly similar to those for police reprimands with small increases or decreases year-on-year. This trend holds for each gender[25].
> The number of final warnings given increases with age until 15 years old. It tends to decrease at age 17 as the most final warnings each year have been given to 15 year olds (2002-03, 2005-06, 2006-07) or 16 year olds (2003-04, 2004-05).

Court disposals[26] *given to young people in Wales 2002-07*

> The overall number of court disposals has risen by 9% from 2002-03 (6,050) to 2006-07 (6,613).
> The majority of court disposals for young people in Wales are given to males - with a 5% rise for males between 2002-03 and 2006-07 (from 5,312 to 5,599) and a 37% rise for females (from 738 to 1,014).
> The most common court disposal given to young people in Wales each year since 2002-03 has been the referral order. This has constituted 24% (7,634 in total) of the 32,204 court disposals from 2002-2007.
> The next most common court disposal has been fines (3,765, 12% of the total), followed by compensation order (3,172, 10% of the total), conditional discharge (2,776, 9% of the total) and supervision order (2,750, 9% of the total).

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[24] Young people aged 10-17 who are recorded as offending for the first and second time are typically subject to a pre-court disposal (unless the offence is serious enough to warrant court proceedings) - namely a police reprimand (given for a first offence) or a final warning (for a second offence).
[25] For further details, see Figure 1 in Appendix 1.
[26] Young people who have committed a third offence (unless the first/second offence is serious enough to warrant court action) are sent to youth court and are given a court disposal ranging from a discharge (absolute or conditional), to a fine or being bound over, to a referral order (for young people pleading guilty on their first court appearance), to a community order (e.g. supervision, reparation, attendance centre, curfew, community rehabilitation), to custody (e.g. detention and training, Section 90-91).

> ➤ Court disposals given to young people in Wales have not demonstrated any consistent trend from 2002-2007 - with slight increases or decreases from year to year.

Reconviction of young people in Wales[27]

> ➤ The overall 12-month reconviction rate across Wales was 42% in 2002 (compared to 28% in England) and 37% in 2005 (equivalent to the English rate).
> ➤ The general rate of reconviction for young people in Wales in 2002 varied between 28% (Ceredigion and Powys) and 53% (Newport), with most other areas reporting reconviction rates of 38% and 48%.
> ➤ In 2005, reconviction ranged from 28% (Carmarthenshire, Ceredigion and Powys) and 55% (Merthyr Tydfil), with most YOTs reporting reconviction rates of between 35% and 42%[28].
> ➤ In 2002, the percentage of recorded re-offenders in Wales who committed a more serious offence was broadly the same in Wales and England (24% compared to 23%, respectively), but lower in 2005 (16% compared to 22%).
> ➤ In terms of offence *seriousness*, the highest percentage of re-offenders reconvicted for more serious offences was found in Newport (29%) in 2002, and Merthyr Tydfil (33%) in 2005. The lowest percentages were identified in Wrexham (18%) in 2002, and Newport and Carmarthenshire (9%) in 2005[29].
> ➤ The average rate of recorded re-offending with more frequency in Wales was higher than in England in 2002 (23% compared to 20%), but slightly lower in 2005 (19% compared to 20%).
> ➤ In 2002, the highest proportion of reconvicted offenders offending with more *frequency* was recorded in Newport (34%) and the lowest was in Wrexham (14%). By 2005, the highest percentage was to be found in Merthyr Tydfil (36%) and the lowest in Wrexham (8%)[30].

Summary

The broad national picture for Wales is one of an overall reduction in recorded youth crime[31] - including a greater reduction in recorded juvenile crime compared to England since 2004-05[32]. Across Wales the number of recorded youth offenders as a proportion of the total youth population lay between 1 and

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[27] Youth Justice Board reconviction data for 2002 - 2005 cover the *reconviction* of recorded offenders (the percentage who were convicted within 12 months of a previous conviction), the *seriousness* (percentage of young people who were reconvicted for a more serious offence than they were originally convicted for) and the *frequency* of reconvictions (percentage of those who were reconvicted who offended more frequently, i.e. offending frequency in the 12 months prior to conviction/disposal, compared the 12 months following conviction).

[28] These rates are calculated on relatively small numbers of young people and so area differences should be treated with caution.

[29] The very small numbers of recorded re-offenders that this analysis is based on (particularly the serious re-offenders – with an average of 28 young people per YOT area in 2002, falling to 23 in 2005) mean that even small changes result in large percentage changes which can distort the interpretation of recorded statistics when analysed as trends.

[30] The very small number of offenders dealt with (on average 36 per area in 2002, falling to 27 in 2005) mean that percentage changes should not be taken at face value.

[31] Between 2002 and 2007, recorded youth offending in Wales fell by 12% - from 18,957 to 16,676 offences in total.

[32] Although the difference between the countries is relatively small - less than 0.2% in 2006-07 - and unlikely to be statistically significant.

6% in 2007-08[33]. Although there are important caveats relating to the available statistical data, more complex local trends can be examined. These data reveal that most YOT areas in Wales have recorded slight falls in youth offending from 2002-07[34]; no change[35] or a 1% increase[36]. In terms of the number of recorded young offenders, between 2006-07 and 2007-08, most YOT areas recorded no change[37] while some recorded slight (1-2%) falls[38].

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[33] As there are no statistics yet available for the total number of offences committed in 2007-08, it is difficult to assess whether changes in the number of recorded offenders have translated into equivalent changes in the number of offences committed.

[34] Cardiff, Merthyr, Pembrokeshire, Newport, Rhondda Cynon Taf, Swansea, Wrexham.

[35] Bridgend, Neath Port Talbot, Vale of Glamorgan.

[36] Blaenau Gwent and Caerphilly, Carmarthenshire, Flintshire.

[37] Blaenau Gwent and Caerphilly, Bridgend, Conwy and Denbighshire, Merthyr, Monmouthshire, Neath Port Talbot, Pembrokeshire, Swansea, Vale of Glamorgan.

[38] Carmarthenshire, Flintshire, Powys, Wrexham. Further details on this analysis can be found in the Appendix 1.

Analysis of material held in the SCF database

Introduction

This section presents analysis of data from the Funding Project Database[39] relating to approved funding from the Safer Communities Fund (SCF) for the first two accounting years of the fund: April 2006 to March 2007 and April 2007 to March 2008[40]. The analysis in this section is presented for Wales as a whole and, where possible, for each of the 22 Community Safety Partnership (CSP) areas.

A note on area comparisons

Differences in SCF funding between areas should be interpreted carefully, as the areas themselves differ considerably in size, population characteristics, and in the incidence of crime[41]. In summary:

➢ Cardiff has the largest population size, followed by Rhondda Cynon Taf and Swansea. The smallest populations were for Merthyr Tydfil and Ynys Mon.
➢ Cardiff and Newport had the highest number of notifiable offences relative to population size, followed by Merthyr Tydfil. The lowest levels were in Ceredigion and Powys.[42]
➢ The proportion of young people differs across areas with the percentage of the population aged under 20 varying from 22.7% in Conwy to 27.5% in Newport.

SCF funding allocation

Almost £4.3 million of funding was approved from the Safer Communities Fund in the financial year April 2006 - March 2007 (Table 0-1), an average of £1.50 for every person living in Wales or an average of £18 per notifiable offence that year. Funding for 2007-08 was over £4.6 million - an increase of around 7% in all areas (except for Merthyr Tydfil where it rose by over 46%).

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[39] The Funding Project Database newsletter from September 2007 describes it as the "UK's leading Online Problem Oriented Policing Service. Used by 100 partnerships around the Country. Information on 6400 crime reduction solutions." The Funding Project Database was not specifically designed for monitoring and evaluation purposes and contains data relating to other funding channels and other areas besides Wales. The research team were not given a copy of the database but were granted on-line standard reporting access to the database for Wales only. This means that we have not been able to interrogate the database to the extent that is usual for an evaluation of this nature and we have been limited in our analysis to data fields that were available through the standardised reporting functions.

[40] Data entry into the Funding Project Database is always on-going and so limited data relating to the financial year 2008-09 were available during the analysis phase of this evaluation. Because of the incomplete nature of this data, we have concentrated on the years 2006-07 and 2007-08 as data for these years appear to be largely complete.

[41] Table 3 in Appendix 1 illustrates some of these differences by showing for each area the population size, the percentage of the population aged under 20 years, and the number of notifiable offences. In addition, a crude crime rate has been calculated by dividing the number of notifiable offences by the population size in order to make some rough comparisons.

[42] The research team was not able to assess these differences in detail, but they are consistent with urban/rural differences in levels of offending elsewhere in the UK.

Table 0-1   Approved SCF funding (£) by area, 2006-07 and 2007-08

	2006-07	2007-08	% increase from 2006-07 to 2007-08
Blaenau Gwent	146,684	156,939	7.0%
Bridgend	185,929	198,927	7.0%
Caerphilly	246,014	263,212	7.0%
Cardiff	470,197	503,069	7.0%
Carmarthenshire	198,072	211,919	7.0%
Ceredigion	116,518	124,665	7.0%
Conwy	155,595	166,473	7.0%
Denbighshire	159,788	170,959	7.0%
Flintshire	194,392	207,982	7.0%
Gwynedd	157,737	168,765	7.0%
Merthyr Tydfil	126,251	184,565	46.2%
Monmouthshire	136,537	146,083	7.0%
Neath Port Talbot	192,898	206,384	7.0%
Newport	235,157	251,596	7.0%
Pembrokeshire	145,089	155,233	7.0%
Powys	151,283	161,858	7.0%
Rhondda Cynon Taf	295,934	316,622	7.0%
Swansea	332,959	356,238	7.0%
Torfaen	155,378	166,241	7.0%
Vale of Glamorgan	178,429	190,903	7.0%
Wrexham	194,124	206,896	6.6%
Ynys Mon	116,201	124,325	7.0%
Wales	4,291,166	4,639,854	8.1%

SCF funding represented just one form of major funding for these areas. Other major funds available to the CSPs were the Basic Command Unit (BCU) fund[43], the Crime Reduction and Anti Social Behaviour (CRASB) Capital Fund and the CRASB Revenue fund - all of which were sourced by the Home Office Government Office Wales. There are also other sources of funding that are not recorded in the Funding Database.[44]

For both years, the Safer Communities Fund was the largest of these four major funds, followed by the CRASB Revenue Fund and the BCU fund[45]. SCF funding represented around 38% of the total spent across these four major funds for 2006-07, rising to 42% for 2007-08 (Table 0-2). For some areas, SCF funding accounted for a higher than average proportion of total funding from the four funds. For example, SCF funding was 47% of the total in 2007-08 for Ceredigion, Merthyr Tydfil, Pembrokeshire and Powys. In contrast, SCF funding for Swansea and Cardiff was a smaller proportion of the total (38% and 35% respectively for 2007-08). For most areas, the proportion of the total accounted for by SCF funding followed the overall trend by rising a few percentage points from 2006-07 to 2007-08 (with the exception of Merthyr Tydfil where SCF funding rose from 36% of the total in 2006-07 to 47% in 2007-08).

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[43] BCU funding is not simply allocated to each of the 22 CSP areas. There are four main funding areas, each made up of two sub-areas: Central BCU (Conwy and Denbighshire), Eastern BCU (Flintshire and Wrexham), Torfaen and Monmouthshire BCU (Torfaen and Monmouthshire) and Western BCU (Gwynedd and Ynys Mon).
[44] It is worth mentioning the Substance Misuse Action Fund (SMAF) specifically in this regard, which has a budget of just over £22 million in 2008-09. There is clearly some overlap between work funded by SMAF and some of that described in this section, although detailed examination of the former spread of work was beyond the remit of the team.
[45] Further information on the amount per fund for each CSP area can be found in the Appendix 1.

Table 0-2   SCF funding as a percentage of total funding by area

	SCF funding as a percentage of total (2006-07)	SCF funding as a percentage of total (2007-08)
Blaenau Gwent	37%	41%
Bridgend	37%	41%
Caerphilly	38%	41%
Cardiff	34%	38%
Carmarthenshire	41%	45%
Ceredigion	44%	47%
Merthyr Tydfil	36%	47%
Neath Port Talbot	37%	40%
Newport	36%	40%
Pembrokeshire	43%	47%
Powys	43%	47%
Rhondda Cynon Taf	39%	42%
Swansea	32%	35%
Vale of Glamorgan	37%	40%
Conwy Denbighshire	42%	45%
Flintshire Wrexham	40%	44%
Monmouthshire Torfaen	41%	45%
Gwynedd Ynys Mon	44%	47%
All	38%	42%

Note: Total is defined as BCU fund, CRASB Capital Fund, CRASB Revenue Fund (all from Home Office GO Wales) plus Safer Communities Fund (from Welsh Assembly Government).

SCF funded interventions

The Funding Database is designed around the SARA[46] problem-solving model. Information on what SCF funding was used for takes the form of a *response* in relation to a specific *problem* that is defined under a wider *objective*[47]. Any objective, problem or response can be funded from more than one funding source.

Overall numbers of interventions

For the year 2006-07 and across all major funds, there were 224 objectives and 450 problems relating to the 700 funded responses (Table 0-3). Few CSPs had listed the same objectives, problems or responses (there were 182 distinct objectives, 420 distinct problems and 687 distinct responses). In addition, there was great variation in the way CSPs approached the SARA design of the Funding Database[48].

Approved funding from more than one funding source was not uncommon: 55% of objectives, 24% of problems and 7% of responses were funded from more than one source in 2006-07. Table 0-3 shows the number of objectives,

[46] Scanning, Analysis, Response, Assessment – see footnote 1, above.
[47] The objective is a strategic objective that a CSP aims to achieve against a certain theme such as those outlined in the CSP's Strategic Assessment or Partnership Plan.
[48] See footnote 1, above. Some CSPs followed the hierarchical nature of the SARA structure by having a small number of objectives under which were grouped larger numbers of problems and responses but others had similar numbers of objectives as problems - defining each problem (or even the response) as an objective. There was also some confusion in many areas between problems and responses - with the response often entered as the problem.

problems and responses defined by each CSP in both 2006-07 and 2007-08 for all funding sources, while Table 0-4 shows the same information but just for SCF funding.

Table 0-3 Number of objectives, problems and responses, by area for *all* funds

	April 2006-March 2007			April 2007-March 2008		
	Objectives	Problems	Responses	Objectives	Problems	Responses
Blaenau Gwent	3	4	25	5	7	28
Bridgend	8	40	43	12	45	48
Caerphilly	5	17	47	4	14	31
Cardiff	14	16	51	9	23	49
Carmarthenshire	4	18	18	4	17	17
Ceredigion	5	20	27	4	10	16
Conwy	9	18	18	5	20	24
Denbighshire	9	19	19	7	14	14
Flintshire	9	19	19	10	18	18
Gwynedd	6	16	27	8	12	30
Merthyr Tydfil	7	22	22	6	17	17
Monmouthshire	4	12	21	8	10	17
Neath Port Talbot	9	12	26	5	8	21
Newport	6	16	40	5	13	29
Pembrokeshire	8	28	31	7	38	38
Powys	6	13	22	5	17	24
Rhondda Cynon Taf	8	18	26	8	15	25
Swansea	48	48	52	29	38	42
Torfaen	6	9	16	8	12	14
Vale of Glamorgan	10	14	38	6	7	35
Wrexham	9	11	49	8	13	46
Ynys Mon	9	34	37	9	13	28
Central BCU	5	8	8	8	25	25
Eastern BCU	7	7	7	7	8	8
Monmouthshire and Torfaen BCU	6	7	7	4	13	13
Western BCU	4	4	4	3	3	3
Total	224	450	700	194	430	660

Note: Base is responses with approved funding.

Despite the data inconsistency issues, it is reasonable to assume that the number of responses in the Funding Database equates to the number of interventions funded by SCF. This totalled 231 in 2006-07 and 209 in 2007-08 (Table 0-4). At the time of analysis, the 2008-09 year was only underway by a few months so complete figures are not available. However, as an indication, by July 2008 there were 153 responses with requested SCF funding (totalling £4.3 million), 124 of which had been accepted with the others pending.

In 2006-07, the number of funded interventions in each area varied from 4 in Newport to 20 in Swansea and the Vale of Glamorgan. A similar area trend was observed in 2007-08 with Newport having the lowest number (4 responses) and Vale of Glamorgan and Swansea having the largest numbers (19 and 18 respectively).

Table 0-4 Number of objectives, problems and responses, by area for SCF funding

	April 2006-March 2007			April 2007-March 2008		
	Objectives	Problems	Responses	Objectives	Problems	Responses
Blaenau Gwent	1	1	8	2	2	8
Bridgend	4	17	17	4	10	10
Caerphilly	3	8	19	3	7	9
Cardiff	3	3	16	2	3	13
Carmarthenshire	1	9	9	1	9	9
Ceredigion	1	1	5	1	1	6
Conwy	2	8	8	1	9	11
Denbighshire	4	8	8	2	7	7
Flintshire	4	5	5	4	5	5
Gwynedd	2	5	8	4	4	8
Merthyr Tydfil	2	6	6	2	6	6
Monmouthshire	3	6	13	4	5	8
Neath Port Talbot	4	4	8	1	1	5
Newport	1	1	4	1	1	4
Pembrokeshire	2	6	6	3	13	13
Powys	1	3	7	1	3	7
Rhondda Cynon Taf	5	7	9	4	6	9
Swansea	20	20	20	18	18	18
Torfaen	3	4	8	4	5	5
Vale of Glamorgan	6	6	20	1	1	19
Wrexham	4	4	12	3	6	15
Ynys Mon	5	15	15	5	7	14
Total	81	147	231	71	129	209

Note: Base is responses with approved funding.

Comparing SCF to other funding sources

SCF funding for a single intervention averaged £18,576 in 2006-07, rising to £22,200 in 2007-08 (Table 0-5). However, there was considerable variation with the amount funded ranging from £500 per intervention to £113,000 in 2006-07 (£286 to £140,884 in 2007-08). Comparison with the other three major funds shows that average SCF funding per response was higher than other major funding sources.

Table 0-5 Amount of approved funding (£) per intervention by fund

	BCU fund	CRASB Capital Fund	CRASB Revenue Fund	Safer Communities Fund
2006-07				
Average funding (mean)	15,524	9,698	13,909	18,576
Minimum funding	250	50	200	500
Maximum funding	101,000	100,580	72,884	113,000
Number of interventions	146	123	249	231
Total funding	2,266,446	1,192,863	3,463,302	4,291,166
2007-08				
Average funding (mean)	14,100	10,020	15,164	22,200
Minimum funding	89	122	200	286
Maximum funding	101,564	99,000	67,194	140,884
Number of interventions	162	115	198	209
Total funding	2,284,248	1,152,260	3,002,413	4,639,854

Note: averages rounded to nearest £.

Funding by type of crime reduction approach [49]

In terms of categories contained in the SCF data-base, in 2006-07, the most common form of SCF funded intervention were youth projects or interventions aimed at increasing youth safety (29%). These varied enormously but often involved some kind of diversionary activities for young people[50]. The next most common form of SCF funded intervention were initiatives aimed at reducing anti-social behaviour (24%). Again, these interventions varied but commonly included the provision of anti-social behaviour referral and caseworkers or a specialist anti-social behaviour unit. Almost one in five SCF funded interventions were aimed at reducing youth crime (19%)[51].

Table 0-6   Number of responses by intervention type and fund, 2006-07

	BCU fund		CRASB Capital Fund		CRASB Revenue Fund		Safer Communities Fund		All	
	N	%	N	%	N	%	N	%	N	%
Youth projects/ youth safety	2	1%	7	6%	6	2%	66	29%	77	11%
Anti-social behaviour	16	11%	25	20%	42	17%	55	24%	128	18%
Youth crime	0	0%	1	1%	1	0%	44	19%	45	6%
Substance misuse	9	6%	11	9%	41	16%	23	10%	79	11%
Community cohesion and reassurance	21	14%	18	15%	27	11%	12	5%	71	10%
Crime reduction	24	16%	11	9%	10	4%	8	3%	47	7%
Restorative justice	1	1%	0	0%	2	1%	7	3%	10	1%
Partnership working	19	13%	3	2%	54	22%	4	2%	76	11%
Vehicle crime	8	5%	3	2%	4	2%	4	2%	19	3%
Prolific/priority offenders	7	5%	2	2%	8	3%	3	1%	20	3%
Domestic violence	6	4%	7	6%	20	8%	2	1%	30	4%
Diversity/race & hate crimes	7	5%	0	0%	4	2%	1	0%	12	2%
Surveillance (CCTV)	6	4%	15	12%	9	4%	1	0%	30	4%
Violent crime	3	2%	1	1%	0	0%	1	0%	5	1%
Burglary reduction	5	3%	10	8%	9	4%	0	0%	19	3%
Business crime	2	1%	2	2%	5	2%	0	0%	9	1%
Projects for ex-offenders	0	0%	1	1%	1	0%	0	0%	2	*
Victim support	2	1%	1	1%	0	0%	0	0%	3	*
Other	8	5%	5	4%	6	2%	0	0%	18	3%
Total	146	100%	123	100%	249	100%	231	100%	700	100%

Note: the four fund splits will not sum to the All column as responses can have multiple funding sources. * = less than 0.5%

The Safer Communities Fund was the main funder of youth projects and youth crime reduction work - with few interventions of this nature funded by the other three major funds. The exception was anti-social behaviour initiatives that were more typically funded by all four funds: 57% of the 128 anti-social behaviour initiatives were funded by the Basic Command Unit fund and the Crime Reduction and Anti-Social Behaviour Capital and Revenue funds. One in ten SCF-

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[49] See Appendix 2 for a description of the approach taken by the research team to categorising SCF-funded projects. The categories used on Table 5-6 are taken from material in the SCF data-base.
[50] Examples of these are an Off-Road Motorcycle Nuisance Reduction Initiative, the Cold Barn Farm Timebank Project, and provision of an Adventure Service Challenge Worker. The sense in which projects in this category were regarded as "increasing youth safety" is not always obvious from details included in the data-base, although some projects are clearly focused on reducing injury or accident (e.g. fire safety projects), and others appear to be focused on reducing young people's risk of victimisation.
[51] Examples of these included a Hot Spot Outreach Worker, a "Knife Slice and Dice" DVD, and the provision of a Youth Justice Centre vehicle.

funded interventions were related to substance misuse[52] but again, these were also commonly funded by the other funding streams.

Table 0-7 below illustrates the amount of funding by intervention type for 2006-07.

Table 0-7   Amount of funding (£) by intervention type and fund, 2006-07

	BCU fund	CRASB Capital Fund	CRASB Revenue Fund	Safer Communities Fund	Total
Youth projects/youth safety	32,000	45,683	18,564	1,096,069	1,192,316
Anti-social behaviour	190,850	182,105	809,878	1,026,695	2,209,528
Youth crime	0	2,551	3,000	900,462	906,013
Substance misuse	148,482	70,408	788,749	512,326	1,519,965
Community cohesion and reassurance	267,488	206,529	303,671	77,670	855,358
Crime reduction	492,012	69,682	27,637	184,698	774,029
Restorative justice	15,000	0	17,113	249,993	282,106
Partnership working	294,918	47,038	614,929	29,570	986,455
Vehicle crime	93,978	12,290	47,747	55,858	209,873
Prolific/persistent offenders	243,009	9,500	142,129	59,900	454,538
Domestic violence	29,814	24,908	191,985	77,925	324,632
Diversity/race & hate crimes	24,931	0	17,500	2,000	44,431
Surveillance (CCTV)	146,228	297,877	87,478	6,000	537,583
Violent crime	58,975	4,650	0	12,000	75,625
Burglary reduction	53,363	110,278	200,333	0	363,974
Business crime	17,944	19,500	74,000	0	111,444
Projects for ex-offenders	0	35,595	22,000	0	57,595
Victim support	9,500	5,000	0	0	14,500
Other	147,954	49,269	96,589	0	293,812
Total	2,266,446	1,192,863	3,463,302	4,291,166	11,213,777

Table 0-8 shows the amount of funding by intervention type for 2006-07 as a percentage of the total. Over 70% of SCF funding was spent on youth projects (26%), anti-social behaviour initiatives (24%) and generally reducing youth crime (21%). Another 12% was spent on substance misuse interventions. Restorative justice initiatives were mainly funded by SCF (89% of total funding on restorative justice initiatives). Although these initiatives were only 3% of the total number of SCF funded interventions, they accounted for 6% of SCF funding, reflecting the intensive nature of this type of intervention.

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[52] Examples of these include the Strengthening Families Project and the Peer Drugs Education Project.

Table 0-8   Percentage of funding by intervention type and fund, 2006-07

	BCU fund	CRASB Capital Fund	CRASB Revenue Fund	Safer Communities Fund	Total
Youth projects/youth safety	1%	4%	1%	26%	11%
Anti-social behaviour	8%	15%	23%	24%	20%
Youth crime	0%	*	*	21%	8%
Substance misuse	7%	6%	23%	12%	14%
Community cohesion and reassurance	12%	17%	9%	2%	8%
Crime reduction	22%	6%	1%	4%	7%
Restorative justice	1%	0%	*	6%	3%
Partnership working	13%	4%	18%	1%	9%
Vehicle crime	4%	1%	1%	1%	2%
Prolific/persistent offenders	11%	1%	4%	1%	4%
Domestic violence	1%	2%	6%	2%	3%
Diversity/race & hate crimes	1%	0%	1%	*	*
Surveillance (CCTV)	6%	25%	3%	*	5%
Violent crime	3%	*	0%	*	1%
Burglary reduction	2%	9%	6%	0%	3%
Business crime	1%	2%	2%	0%	1%
Projects for ex-offenders	0%	3%	1%	0%	1%
Victim support	*	*	0%	0%	*
Other	7%	4%	3%	0%	3%
Base (£)	2,266,446	1,192,863	3,463,302	4,291,166	11,213,777

Note: * = less than 0.5%

Broadly similar trends were observed for 2007-08 (Table 0-9). However, the number of specific youth projects had risen to form 47% of SCF funded interventions (from 26% in 2006-07), with a corresponding drop in the number of anti-social behaviour and youth crime initiatives. Given the limited level of information in the Funding Database, this may reflect, at least in part, a greater level of detail entered in 2007-08.

Table 0-9   Number of responses by type and fund, 2007-08

	BCU fund		CRASB Capital Fund		CRASB Revenue Fund		Safer Communities Fund		All	
	N	%	N	%	N	%	N	%	N	%
Youth projects/youth safety	3	2%	8	7%	6	3%	98	47%	114	17%
Anti-social behaviour	16	10%	23	20%	34	17%	35	17%	104	16%
Youth crime	3	2%	0	0%	1	1%	34	16%	38	6%
Substance misuse	3	2%	3	3%	22	11%	23	11%	50	8%
Restorative justice	0	0%	0	0%	1	1%	7	3%	8	1%
Crime reduction	32	20%	16	14%	10	5%	4	2%	58	9%
Prolific/priority offenders	10	6%	1	1%	9	5%	4	2%	24	4%
Domestic violence	10	6%	6	5%	24	12%	2	1%	40	6%
Vehicle crime	9	6%	0	0%	2	1%	1	0%	12	2%
Victim support	2	1%	0	0%	1	1%	1	0%	4	1%
Burglary reduction	6	4%	4	3%	3	2%	0	0%	12	2%
Business crime	3	2%	0	0%	4	2%	0	0%	7	1%
Community cohesion and reassurance	14	9%	18	16%	20	10%	0	0%	45	7%
Partnership working	27	17%	9	8%	46	23%	0	0%	80	12%
Diversity/race & hate crimes	8	5%	1	1%	2	1%	0	0%	11	2%
Projects for ex-offenders	0	0%	0	0%	2	1%	0	0%	2	*
Surveillance (CCTV)	6	4%	20	17%	5	3%	0	0%	30	5%
Violent crime	4	2%	4	3%	3	2%	0	0%	10	2%
Other	6	4%	2	2%	3	2%	0	0%	11	2%
Total	162	100%	115	100%	197	100%	209	100%	660	100%

Note: the four fund splits will not sum to the All column as responses can have multiple funding sources. * = less than 0.5%

A similar pattern was seen with SCF funding in 2007-08 (Table 0-10 and Table 0-11). The proportion of SCF funding spent on youth projects was 38% with another 23% spent on youth crime. Anti-social behaviour initiatives accounted for 18% of SCF funding, a similar proportion to the other major funding sources (16% of BCU funding, 19% of CRASB Capital funding and 24% of CRASB Revenue funding). Overall, more than £2.1 million (19% of total funding across the four major funds) was spent on initiatives to reduce anti-social behaviour in 2007-08.

Table 0-10 Amount of funding (£) by response type and fund, 2007-08

	BCU fund	CRASB Capital Fund	CRASB Revenue Fund	Safer Communities Fund	Total
Youth projects/youth safety	33,140	104,943	41,113	1,748,952	1,928,148
Youth crime	18,500	0	22,502	1,052,936	1,093,938
Anti-social behaviour	364,130	223,548	705,576	833,440	2,126,694
Substance misuse	59,451	7,373	435,494	516,266	1,018,584
Restorative justice	0	0	29,000	246,202	275,202
Prolific/priority offenders	294,832	3,483	189,357	141,484	629,156
Domestic violence	62,524	21,430	269,548	47,787	401,289
Burglary reduction	124,802	21,512	148,171	46,652	341,137
Vehicle crime	121,042	0	17,500	5,000	143,542
Victim support	7,500	0	2,000	1,135	10,635
Business crime	20,000	0	51,521	0	71,521
Community cohesion and reassurance	130,066	184,658	217,568	0	532,292
Crime reduction	388,948	108,648	51,369	0	548,965
Partnership working	388,802	56,318	604,147	0	1,049,267
Diversity/race & hate crimes	40,118	651	48,172	0	88,941
Projects for ex-offenders	0	0	30,500	0	30,500
Surveillance (CCTV)	94,958	376,474	55,067	0	526,499
Violent crime	101,503	31,066	31,500	0	164,069
Other	33,932	12,156	52,308	0	98,396
Total	2,284,248	1,152,260	3,002,413	4,639,854	11,078,775

Table 0-11 Percentage of funding by response type and fund, 2007-08

	BCU fund	CRASB Capital Fund	CRASB Revenue Fund	Safer Communities Fund	Total
Youth projects/youth safety	1%	9%	1%	38%	17%
Youth crime	1%	0%	1%	23%	10%
Anti-social behaviour	16%	19%	24%	18%	19%
Substance misuse	3%	1%	15%	11%	9%
Restorative justice	0%	0%	1%	5%	2%
Prolific/priority offenders	13%	0%	6%	3%	6%
Domestic violence	3%	2%	9%	1%	4%
Burglary reduction	5%	2%	5%	1%	3%
Vehicle crime	5%	0%	1%	*	1%
Victim support	0%	0%	*	*	*
Business crime	1%	0%	2%	0%	1%
Community cohesion and reassurance	6%	16%	7%	0%	5%
Crime reduction	17%	9%	2%	0%	5%
Partnership working	17%	5%	20%	0%	9%
Diversity/race & hate crimes	2%	*	2%	0%	1%
Projects for ex-offenders	0%	0%	1%	0%	*
Surveillance (CCTV)	4%	33%	2%	0%	5%
Violent crime	4%	3%	1%	0%	1%
Other	1%	1%	2%	0%	1%
Base (£)	2,284,248	1,152,260	3,002,413	4,639,854	11,078,775

Note: * = less than 0.5%

SCF funding patterns: interventions with young people

The research team also constructed a separate set of categories for describing SCF-funded interventions, and conducted some analysis using these[53]. Overall,

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[53] See Appendix 2 for a description of the approach taken to categorise ways of working with young people.

around one in four SCF-funded interventions (Table 0-12) was a directed-leisure activity type[54]. Self-directed leisure activities were less common (6% of funded interventions in 2006-07 and 2% in 2007-08) and were more typically found in rural areas where the population is more geographically dispersed. Family-based interventions were also relatively unusual: 3%-4% of total funded interventions. These were predominantly interventions aimed at educating substance-misusing parents and supporting their children. School-based activities accounted for 8% of SCF-funded interventions. Examples of these were the *Crucial Crew* and *Validate* schemes that operated in schools in several areas.

Table 0-12 Type of SCF-funded intervention by year

	2006-07		2007-08	
	Number	**%**	**Number**	**%**
Directed leisure activities (DL)	57	25%	57	27%
Self-directed leisure activities (SDL)	13	6%	5	2%
Family-based activities (FAM)	8	3%	8	4%
School-based activities (SCH)	19	8%	17	8%
Youth Justice activities (YJ)	55	24%	49	23%
Other (OTH)	37	16%	41	20%
Not known (NK)	42	18%	32	15%
All	231	100%	209	100%

Youth Justice-based activities, working with known offenders, accounted for around one in four SCF-funded interventions. These included a number of projects for offenders with an Unpaid Work Order to carry out tasks such as graffiti removal and a number of interventions directly related to the provision of specialist workers in YOTs[55].

Around one in five funded interventions did not fit into the main five classifications and so have been termed "other". These accounted for 16% of interventions in 2006-07 and 20% in 2007-08. Within this group were three clear sub-groups: general substance misuse projects (10 interventions in 2006-07 and 12 in 2007-08), mentoring projects (4 interventions in both years) and non-school-based educational interventions such as literacy and numeracy projects (9 interventions in 2006-07 and 6 in 2007-08). "Others" also included a diverse range of interventions including street lighting, CCTV, personal alarms, a Home Safety fair, leaflets, research/scoping exercises, training provision and elderly reassurance. Lastly, 18% of interventions in 2006-07 and 15% in 2007-08 were unable to be classified because of a lack of suitable information in the database.

Table 0-13 shows the amount of SCF-funding spent and the percentage of the total for each group. Around a third of funding was spent on Youth Justice-based activities with around a fifth spent on directed leisure-based activities.

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[54] Eg: the Roundwood Saturday Club in Cardiff and the Friday Chill in Vale of Glamorgan designed to provide activities for young people to "have a place they can go and hang out at instead of hanging around streets".
[55] Such as Substance Misuse Workers and Anti-Social Behaviour Support workers.

Table 0-13 Amount of SCF-funding (£) by intervention type and year

	2006-07		2007-08	
	Amount	**%**	**Amount**	**%**
Directed leisure activities (DL)	£847,149	20%	£977,815	21%
Self-directed leisure activities (SDL)	£356,524	8%	£222,327	5%
Family-based activities (FAM)	£177,696	4%	£197,329	4%
School-based activities (SCH)	£347,527	8%	£314,168	8%
Youth Justice activities (YJ)	£1,339,150	31%	£1,621,357	35%
Other (OTH)	£623,500	15%	£565,223	12%
Not known (NK)	£599,610	14%	£741,575	16%
All	£4,291,166	100%	£4,639,854	100%

Summary

Almost £4.3 million of funding was approved from the Safer Communities Fund in the financial year April 2006 - March 2007, with funding for 2007-08 rising by an average of 7% to over £4.6 million. SCF funding was the largest of four major funding sources[56], representing around 38% of the total spend for 2006-07, and 42% of the total spend for 2007-08. The Safer Communities Fund was the main funder of youth projects and other interventions to reduce youth crime as few interventions of this nature were funded by the other three funds.

231 interventions received SCF funding in 2006-07 and 209 interventions received it in 2007-08. The number of funded interventions in each area varied (ranging in 2006-07 from 4 in Newport to 20 in Swansea and the Vale of Glamorgan; and in 2007-08 ranging from 4 in Newport to 19 in the Vale of Glamorgan). SCF funding per single intervention averaged £18,576 in 2006-07, rising to an average of £22,200 in 2007-08. There was considerable variation in the amount funded (ranging from £500 per intervention to £113,000 in 2006-07; and from £286 to £140,884 in 2007-08). Compared to the other three major funds, average SCF funding per intervention was the highest.

In 2006-07, over 70% of SCF funding was spent on: youth projects (26%), anti-social behaviour initiatives (24%) and generally reducing youth crime (21%). Restorative justice initiatives, although a small percentage of total SCF funded interventions (6%), were mainly funded by SCF (89% of total funding on restorative justice initiatives). Anti-social behaviour initiatives were more typically funded by other major funds, as well as the Safer Communities Fund. Overall, more than £2.1 million (19% of total funding across the four major funds) was spent on reducing anti-social behaviour in 2007-08.

Broadly similar trends were observed for 2007-08. However, the number of specific youth projects had risen to form 47% of SCF funded interventions (from 26% in 2006-07), with a corresponding drop in the number of anti-social behaviour and youth crime initiatives. The proportion of SCF funding spent on youth projects was 38% with another 23% spent on youth crime. Anti-social behaviour initiatives accounted for 18% of SCF funding. Classifying SCF-funded interventions in terms of how they worked with young people indicated two main

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[56] The others being the Basic Command Unit (BCU) fund, the Crime Reduction and Anti Social Behaviour (CRASB) Capital Fund and the CRASB Revenue fund.

types of approach – Youth-Justice based interventions and directed-leisure activities. Each of these accounted for around a quarter of the total[57].

Currently the SCF database does not contain sufficient information of the right type to be able to draw conclusions about good practice or the effectiveness of interventions. As a result, few inferences can be drawn about project 'fit' with either the criteria of the All Wales Youth Offending Strategy or the technique of SARA. For some partnerships only perfunctory and superficial monitoring and data inputting seems to take place. In the case study areas, the work that was clearly taking place on the ground was not always fully reflected in the database.

It was therefore not possible to evaluate the degree to which the funded projects have followed the strategic problem-solving criteria associated with the Home Office's SARA criteria. Some of the material in the database is highly detailed and suggestive however, and in our view the use of the existing framework could be strengthened to allow for the collection of a broader and higher quality set of information about SCF practice across Wales.

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[57] 27% were directed-leisure activities; 23% were Youth Justice-based activities; 8% were school-based activities; 4% were family-based activities and 2% were self-directed leisure activities. Another 20% of interventions were in the "other" group and 15% could not be classified.

SCF Project Case Studies

Case study design and selection

The case study approach is a major element of this evaluation and addresses the following objectives:

- ➢ to explore the types of projects that are funded by SCF and describe the work the projects undertake with young people;
- ➢ to examine how problems of youth crime and disorder are identified and interpreted by those in receipt of SCF support;
- ➢ to establish who is involved in the identification and interpretation of problems of youth crime and disorder;
- ➢ to examine how responses to these problems are designed and commissioned;
- ➢ to examine how the impact of these responses are assessed and with what consequences for further problem-solving.

The case studies have been designed to examine three localities: Rhondda Cynon Taf, Swansea and Flintshire[58]. These localities are reputed to have innovative, successful and well-resourced strategies for youth crime prevention (Welsh Assembly Government & Youth Justice Board, 2008) and each presented contrasting contexts for youth crime prevention in, respectively, the de-industrialised valleys of South Wales, one of the major coastal cities and a predominantly rural county in North Wales.

It was also necessary to select certain projects *within* each of these case study areas for more detailed examination. The SCF-funded projects that were chosen were all 'live' at the time of this evaluation. As shown in Table 0-1, those projects highlighted in bold were the particular projects that were selected for the case study[59].

The case study research involved:

- ➢ interviews with strategic managers (the Community Safety Partnership and Youth Offending Service managers) responsible for commissioning projects funded by the SCF[60];
- ➢ interviews with the managers of the projects and front-line workers employed on these projects[61];
- ➢ focus group interviews with the young people participating in these projects, and with adult community members[62].

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[58] This case study evaluation is not designed to enable generalisations from a 'representative sample' of SCF-funded projects. Rather, its focus is on what can be learnt about youth crime prevention from a limited number of in-depth studies of SCF-funded projects in particular Welsh localities.

[59] This selection was made on the basis of scoping interviews with the local strategic managers of the Community Safety Partnerships and Youth Offending Services involved in the allocation of SCF support.

[60] 6 strategic managers (2 from each area).

[61] 23 project staff (7 from Swansea, 9 from Rhondda Cynon Taf and 7 from Flintshire).

[62] 5 focus groups were held with young people participating in SCF-funded projects (2 in Swansea, 2 in Rhondda Cynon Taf and 1 in Flintshire), and 2 community focus groups were held in Swansea.

Table 0-1   'Live' SCF-financed projects in Rhondda Cynon Taf, Swansea and Flintshire at the time of the research

Project type	Area		
	Rhondda Cynon Taf	**Swansea**	**Flintshire**
DL (Directed leisure activities)	**Safety Zone, £26K** Diversionary Officer, £30K **Friday Night, Blue Light, £20K**	**Prevent and Deter, £207, 885** Skool's Out, £14,620K **Sports Inclusion Project, £42K** Spark/CRED Project, £10.7K Fairbridge Youth Project, £5K	**Crime Reduction and Prevention Initiative £76,000**
SDL (Self-directed leisure activities)	**Friday Night, Blue Light, £20K** Validate – proof of age, £20K	Youth Mobile, £7K **Anger Management, £33, 983**	**Drug Education Project £72,000**
FAM (Family-based activities)	**ASBO Youth Worker, £43K**	**Prevent and Deter, £207, 885** **Sports Inclusion Project, £42K**	N/A
SCH (School-based activities)	**Safety Zone, £26K** **Restorative Justice in Schools, £114,300** Get Sorted – Substance Misuse in Schools, £44.4K All Safe – Police Liaison with Schools Officer, £10K	**Prevent and Deter, £207, 885** Fire Service Youth Training and Education, £25K Hype, £10K	**Drug Education Project £72,000**
YJ (Youth Justice-based activities)	None	**Prevent and Deter, £207, 885** **Anger Management, £33, 983**	**Crime Reduction and Prevention Initiative £76,000** **Community Reparations £13,500**

Note: Projects in bold type are those that were selected as the units of analysis for the case study (for details of project type codes see Appendix 2).

Case study area 1 - Flintshire

This section describes the three Flintshire SCF-funded projects chosen for more detailed examination.

Crime reduction/prevention initiative

SCF inputs
SCF funding is used to (1) employ a full-time Duke of Edinburgh worker within Flintshire Youth Offending Service; (2) finance joint Duke of Edinburgh and Community Reparation premises[63]; and (3) pay for a part-time administrative assistant to maintain project input into the CAREWORKS database[64].

Project aim
The project's primary aim is crime prevention by providing (1) a "*constructive use of leisure time*"; (2) the possibility of gaining new skills and qualifications (of which the Duke of Edinburgh award is only one example); and (3) an opportunity for young people to contribute to their local communities.

Intervention and target group
The project delivers the Duke of Edinburgh scheme to young people 'at risk' of offending[65]. Referrals come primarily from the YOS, but include a range of other sources[66]. The project also works with young people who have received a Community Punishment Order (CPO)[67] for whom attendance is not voluntary (as it is for the other participants). The vast majority of the young people remain with the project for six months[68].

Local context
With no comparable service in the area for 'at risk' young people, the project fills a gap in local service provision – particularly for young people involved with the YOT:

> "*Within the YOT, … it's all either getting disciplined or being told they have to be here, they have to be there. … If the project wasn't there there's no other way within the YOT that they would have anything constructive or positive to do. Okay, they've committed an offence, but they've got all this time with you, so let's at least give them something constructive to do - to maybe turn over a new leaf and give them something to come out of it with.*"

Project impact[69]

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[63] Providing storage space and a venue for activities that include: fixing recovered bikes for donation to charity; (motor) education days; and art projects.
[64] CAREWORKS is also used by about 40 YOTs in England and Wales.
[65] A full-time Duke of Edinburgh worker has worked for Flintshire Youth Offending Service for approximately four years - only recently funded through SCF.
[66] Such as: hostels, youth centres and youth workers.
[67] Comprising about a quarter of the project's caseload (of approximately 20). Completion of the project reduces the length of their CPO by 20 per cent.
[68] A Bronze award takes 6 months, Silver a year, and Gold up to 3 years.
[69] A focus group was held with four project participants who were under a CPO, but a lack of appropriate research material resulted. These participants did not distinguish between their experience of the CPO and

The project teaches a variety of skills (such as: bricklaying, mosaics, motor mechanics, maintenance, bike mechanics), whilst delivering a wide range of reparative work for the local community (e.g. tending to the local bowling green, cleaning graffiti, litter picking, building parks for disabled people, sponsored charity rides). At the same time it provides implicit messages about pro-social behaviour:

> *"It's not just getting through the award to pass the award. There are hidden messages about positive behaviour, rights and wrongs, ... and whilst they're with us we [also] can slip in sessions on anger management, anti-social behaviour, drinking and drugs, ... using the award as a cover."*

The young people have the opportunity to gain awards and qualifications (despite many of them never having achieved any elsewhere) and often 'mature out' of offending whilst on the project:

> *"At the end of the day they come out with a bronze Duke of Edinburgh award and OCNs which they never normally would have got. ... It's surprising how many people don't have anything: GCSE, NVQ, anything. ... So it is a benefit for them to do it, definitely. ... We do go up to silver and gold [awards] ... [but there are] lesser numbers at the silver and gold because once they've done bronze, once they've passed it, they're happy with that and by that point it's surprising how many people have moved on [from the risk of offending]. They have matured while they've been with you."*

There are also wider, less quantifiable, benefits of the project:

> *"They definitely take away positive self-esteem from it. It's normally with the things they wouldn't do, like the expedition … where they walk all day, camp overnight and walk again. Half of them, when you tell them what they're going to do, they go, 'Oh my God I'm never going to do that'. But they do it and they come away with such high self-esteem and a sense of personal achievement. ... I see that a lot in whatever they do. ... [In addition] it definitely breaks down barriers within the community because a lot of young people, when we go out and we do something in the community and they meet policemen or firemen or elderly people, after they work with them for half an hour or speak to them, it just breaks down barriers."*

Community reparation project

SCF input
SCF is used to fund the delivery of reparation projects - *not* staff costs or premises[70]. The majority of SCF money is spent on the *"tools and health and*

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their involvement in the project. As a result, they were not particularly engaged in the project and their feedback on the CPO was completely negative.

[70] The project manager and the sessional workers are funded externally, however, the project worker is SCF funded – via the crime reduction/prevention initiative.

safety equipment" necessary to deliver projects, although there is flexibility in this:

> *"We don't tend to buy materials if we can help it. We will do, but it won't be much. … With the car parking project, we did help out with the car parking blocks because they [the local church] couldn't afford them, and because it was one of those projects that was really needed in the community."*

Project aim
This project aims to deliver all the elements of reparation attached to young offenders' community sentences[71].

Intervention and target group
The project runs five days a week and its current caseload is 2-3 young offenders per day. The maximum time an individual young person can spend on a project per week is three days or twenty-one hours (the minimum being six hours).

One of the key difficulties for young people that the reparation projects seek to address is *"engagement skills, the communication skills"*. However, the projects also aim to address young people's difficult and challenging behaviour:

> *"Whereas a lot of the time these young people won't have real boundaries, we get the workers to actually challenge difficult behaviour. When they're on the project, they've got health and safety rules, they'll have the project rules they have to abide by, and if they don't, then they're challenged. And then we explain to them why they're challenged … [so] consequential thinking comes into it. … And also motivation - where the young person doesn't want to do anything … It's about getting them to realise what they've actually done and that this is an opportunity for them to give something back."*

The project offers a diverse range of reparation work – usually delivering one "major project" with linked "satellite projects". This enables the project manager to respond to the young people's varied needs:

> *"There are a lot of young people that can't work in a group, so they have to be worked with one-to-one, or they've got severe learning difficulties so, for example, they can't go and use power tools. So we'll adapt projects to their needs."*

The team endeavour to develop an interesting variety of tasks:

> *"If we were to come here and make bird-tables or bird-boxes day after day after day - you're setting youngsters up to fail and not turn up the next day … it can become repetitive. I think if we do that, we're not delivering the right type of message to the youngsters."*

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[71] Primarily Community Punishment Orders and Intensive Supervision and Surveillance Programmes (ISSPs).

… whilst also *"getting the right balance of project for both the young people and the community"*:

> *"The community have got to benefit from it … It wouldn't be reparation if only the young people are going to benefit from it. … At the minute we're refurbishing a chapel and that [project] came from the community. That chapel is used very, very regularly but they haven't got a lot of money. It's sort of a landmark in the community that needed help and the community were crying out for it."*

Project impact
The reparation projects impact on many levels: enabling the young people to develop skills (including ASDAN[72] awards and *"transferable employment skills"*):

> *"The feedback we've got off young people is quite alarming. When you look at some people who don't even know how to hold a paintbrush properly, but after a month of working [on a project] they're coming back saying that they've painted their little sister's bedroom."*

The projects also impact at a more personal level - on both the young people's behaviour and their self-esteem. By seeking to promote young people's "ownership" and "self-interest" in their work, the project enables them to *"feel as if they've been able to do something positive for once."*

The projects carry out much needed building, renovation or repair work whilst also changing the community's perception of young offenders:

> *"A key element is getting these young people seen in the community giving something back, because not everybody knows that these young people do any work at all on community service. They just seem to think that they go to court and get nothing. So it's crucial actually having them being visible giving something to their local community."*

As part of this, as a key project is completed, the project manager tries to arrange *"photo shoots with county councillors"* for the local media. The local community's opinion is also monitored and has been positive:

> *"[In addition to] …the thanks and the letters we get from the community, from the people who have been involved, … we try and get out on the ground after a few months and see if the community are using it [the project] and what they think of it."*

One of the key benefits of the SCF funds has been to allow the project manager to develop more 'targeted' projects:

> *"We've got to the level we've got to so far because of the [SCF] funding. … In terms of developing projects it's allowed better projects, more sustainable projects, improved education for the young people,*

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[72] Youth Achievement Awards, overseen by the Award Scheme Development and Accreditation Network - similar to Open College Network (OCN) awards.

> *and safety for the young people. If you can't afford to buy the right safety equipment, you can't afford to do the right jobs, which won't give them [the young people] the right skills, which [in turn] won't give the project the right 'attributes' if you like."*

But with only limited funds, the scope of the reparation projects remains relatively limited:

> *"If we could buy more materials, then we could do more, … especially in the winter months, when … the weather isn't all that good to be doing a lot of outdoor projects. We could make benches and garden furniture and donate them."*

Drugs education project

SCF input

The project is part-funded by SCF to provide a project manager who delivers drugs education to secondary school pupils in Flintshire and a peer education worker who develops, trains and supports peer educators.

Project aims

This project responded to the national curriculum requirement for Personal Social Education (PSE) lessons to deliver drugs education:

> *"The key aim is to get as much information to young people in relation to drugs and alcohol, to enable them to make informed choices and ultimately to reduce the number of people that are using drugs and alcohol and involved in anti-social behaviour and crime."*

Interventions and target group

This project has two main elements. The first involves a project manager delivering drugs education to secondary school pupils in Flintshire through their PSE lessons[73]. The second involves a peer education worker recruiting, training and supporting peer educators in order to "*find another way to deliver drugs education*". The peer education worker described how the project's two elements complement each other:

> *"We both work really closely together. I know what he's doing, … and likewise, he knows the session plan that the peer educators are going to deliver, so he can follow it on with some more work. It complements each other really well."*

The content of the drugs education sessions is "*needs-led*", largely dependent on "*what we know the problems are in each area*". Evidence for this largely comes through the Community Safety Partnership and the Joint Action Group[74]. As an example of this 'responsive' approach:

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[73] This takes place in ten of the twelve secondary schools in the county, delivering drugs education to "*every class in every year group*".
[74] Where different agencies from around the county share information about particular problems being experienced.

> *"The police told us that the neighbourhood wardens had found an area where canisters were being used, so we targeted the local school with a solvent abuse session."*

Evidence of local drugs education need also comes from the young people themselves. The project has purchased an innovative interactive computer called a 'Drugs Box'. As the Education Project Manager described:

> *"We've left one at the Information Shop in [a nearby town], … young people can access information - it's a touch screen - and all they need to do is put their postcode in it and what the computer will do is it will store the information that they're accessing. … So all we'll do is go onto our website, put a password in and we can find out what information young people [from particular areas] have been accessing. … And that will inform what we do in the High School the next year."*

The schools also have input into the sessions:

> *"One of the high schools came to us about a group of young girls that were drinking in the lunch hour, and we went in and did a targeted piece of work with that group of young people over a number of weeks."*

The peer education work involves Year 10 (aged 14/15) and Year 12 pupils (aged 16/17) delivering drugs education to pupils three or four years below their age group[75]. The educational sessions are carefully designed to ensure that they are age specific: "*getting the right messages in, at the right year group*".

> *"We won't be talking to Year 7 about crack cocaine and heroin, but we will talk to them about solvents, cannabis and alcohol. And then as they get older maybe more the party drugs: cocaine and ecstasy when they're in Year 11."*

Students are asked to volunteer to be peer educators after the peer education worker has given a presentation to the whole year group:

> *"I usually get a list of volunteers and then … the schools and I will go through the list. And I value the school's opinion on that because I don't want … people who are just in it for absolutely no reason whatsoever. … We like the ones that perhaps may be on the periphery or have got a little bit more street cred about them, or the ones that the school have identified perhaps they would benefit from confidence-building skills."*

Becoming involved with the project is a relatively large commitment over the full academic year. All the peer educators are initially given four days of training[76].

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[75] This difference in age was one that the peer educators themselves were "*most comfortable with*", but close enough for those receiving the peer education to think the peer educators were "*still on the same wavelength*".

[76] The first two days cover "peer education skills, dealing with difficult groups, confidence-building, confidentiality etc.", the third day covers "basic drugs education, so learning about different drugs, different classes, what they look like, their effects". The fourth and final day is for the peer educators to decide what they want to deliver, and what method they feel will be most appropriate for doing that.

For the peer education element "*to have credibility*", the steer comes from the peer educators – with some of them going to great lengths to identify the most relevant issues to cover:

> "*They actually did a bit of market research [with Year 7 pupils] before they delivered the session, and the drugs that Year 7s in that school wanted to know more about were tranquilizers, tobacco, cannabis and speed. Now I was absolutely flabbergasted that they wanted to know about tranquilizers, but they [the peer educators] did the whole session on those four drugs because that's what Year 7 wanted to know about.*"

Project impact

The twin approach to drugs education - through formal delivery and peer educators - allows information to be disseminated in different ways, perhaps reaching a wider spectrum of audience:

> "*By using peers, it just gives it a slightly … more realistic point of view. They talk as they would talk to their peers, they … actually tell it as it is.*"

As with all drugs education, it is difficult to measure impact:

> "*You can measure what they've learnt, but I sometimes think it's a bit difficult to measure any changes of attitude.*"

Indeed, the project has a tool 'Activote' to measure short-term learning:

> "*Activote is very similar to the 'Who Wants to be a Millionaire' handset. The young people all have their own handsets, which are plugged into a laptop, and the results come straight up onto a whiteboard. So by doing it pre-session and post-session, we're able to evaluate the knowledge that they've taken on board and … it's showing a very positive uptake of their understanding and what they're getting out of the sessions.*"

But the project's main impact might not arise until years in the future:

> "*It could be five years down the line when someone's in a club and they have made the choice to take something, and they may remember something that we've said in school and may make a safer choice then.*"

Outcomes for the peer education element are even harder to quantify. Although the peer educators all gain youth achievement award (an ASDAN) for being involved, the benefits they receive can be much broader. As the peer education worker noted:

> "*Sometimes you can't assess what skills they've learnt. … Even twelve months, two years, later I have peer educators coming up to me going 'why can't we do it this year, we loved doing that, that was great', or 'I've just got into university and I put down that I did peer education*

> *work and they really looked on that favourably and I'm really pleased I did it'. It's that you can't bottle. ... Their skills, in terms of confidence, knowledge, team-building and presentation skills. It's those transferable skills that they gain out of, but you can't just pinpoint that and write it down."*

Staff plan to carry out longer-term assessments of their work - similar to the Activote assessments – returning to students one term later and then after 12 months to see what has been remembered. In future, the project also hopes to extend its 'reach' - both in terms of working with all the secondary schools in Flintshire, and perhaps starting to deliver drugs education in primary schools:

> *"I think we need to get in younger with the messages ... they're obviously starting to drink more and more at a younger age. ... I think we need to get them that last term before they go up to the high school, because then they've got the peer pressure of the high school."*

Case study area 2 - Rhondda Cynon Taf

This section describes each of the four SCF-funded projects in Rhondda Cynon Taf that were chosen for more detailed examination.

Restorative Justice in Schools Project

SCF inputs
SCF funding enabled the pre-existing Restorative Justice in Schools project[77] to continue and expand – employing more staff, increasing its presence in schools and providing a broader approach to Restorative Justice that is more responsive to school need. The project employs three project workers[78] who are line managed and located in the YOS Prevention Team.

Project aim
With increasing police involvement in local schools and high levels of pupil exclusion, the project aims to reduce young people's entry into the criminal justice system. It also seeks to reduce exclusion and truancy rates and enable schools to intervene early in any conflict in an effort to reduce the frequency with which they report incidents to the police. This was in recognition of the fact that *"in some parts of our city the attendance figures are quite poor."*

Intervention and target group
The project has a presence in all secondary schools across Rhondda Cynon Taf - visiting the schools every morning and carrying out administrative tasks in their YOS base each afternoon. Staff have built strong, positive relationships with each of the schools and have identified a designated person within each school to liaise with. This facilitates better partnership working – particularly the identification and referral of the most appropriate children to work with.

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[77] This project commenced over five years ago with Youth Justice Board funding. In 2006, with the funding coming to an end, the project successfully bid for Safer Communities Funding.
[78] Project staff are also involved in the Friday Night outreach work.

The project seeks to work with young people most in need of intervention, with the main target group being children at risk of exclusion. These children often have multiple problems, including: truancy, bullying, poor relationships with other young people, violence, conflict and a lack of appropriate friendships.

> *"What we try and do is get to the kids who are involved in a series of fights and arguments - rather than just one-off incidents. We do work with those individual cases, but we try to focus upon repeat behaviour... I think now we've progressed to the fact that we're trying to work with ones who seem to constantly be getting into lots of conflict with other people."*

Project staff tailor their work to meet the needs of the young people – examining why they get into fights and the difficulties they have in controlling their anger. They deliver anger management interventions and take a holistic approach in providing support to young people. Some schools ask them to work with groups of young people who find it difficult to develop positive relationships with their peers. The project encourages vulnerable, sometimes violent young people to find alternative behavioural responses to stressful situations by building confidence and self esteem. Staff ask young people to reflect on their behaviour and try to understand why they have responded in a particular way to a specific circumstance:

> *"We ask... how do you feel, what's happened since, how do you think you're going to sort this out yourselves... We try and get them to take the responsibility to put things right."*

Project staff highlighted the value of being professionals external to the school – encouraging pupils' trust in their confidential service:

> *"We're clear with them that what they tell us is confidential within the boundaries of safety, and we've maintained that separate identity from the school. Because pastoral staff are part of the school and we've always maintained that separate identity from being part of the school."*

> *"An awful lot of young people have said that having somebody in the school to go and speak to, who they know is not linked to the school in any other way... makes the children and young people much more open."*

Project impact

The project provides the schools with significant support. Its staff are able to listen to pupils, meet their needs and offer a solution or simply an alternative to aggressive behaviour. Unhappy, disruptive pupils can learn new skills that enable them to re-integrate into mainstream education, and the flexible and holistic approach to service delivery introduces new ways of addressing young people's problems - delivering positive outcomes for at risk children who might otherwise be excluded from school.

As can be seen, the Restorative Justice in Schools project complements the All Wales Youth Offending Strategy - seeking to prevent first time entrants into the

criminal justice system. Children who are excluded from school are more likely to become involved in crime, and so the project's attempts to work with this vulnerable group can impact significantly upon their future. The project also supports the educational aims of the Young People's Plan – enabling young people to stay in education by helping them to develop the skills to communicate effectively without resorting to violent, bullying or disruptive behaviour.

Furthermore, the principles of restorative justice can equip young people with the skills to deal with some of the challenges they may face – both immediately and in the future:

> *"It gives young people a way of dealing with things. It's not going to happen for everybody, [but] it will happen for some of them. And I think when people really take it on board you apply it throughout your whole life, you don't just apply it in a school situation or a work situation, you actually use it. And that's what we're hoping to achieve, to get children and young people to be able to carry it forward and use it all the time."*

By providing direct support to schools, the project is significantly improving the relationship between them and the YOS – thereby enabling young participants to stay in (or return to) school:

> *"What we found with the Restorative Justice in Schools Project - not only was it having positive outcomes for the young people, it also made a difference to the way in which we [the Youth Offending Service] and the schools worked together - because it actually seemed to encourage a partnership approach… it meant for the first time we weren't just saying to schools, 'Will you take them back?' We were actually being able to say to schools, 'We can offer you this'."*

In addition, this has eased the way for the implementation of YISP:

> *"I think first of all the partnership between Education and the YOS has improved markedly and I think that's a really big impact. Certainly in terms of the YISP, Restorative Justice in Schools has paved a way into the schools. I think we would have had a much harder time establishing partnerships with schools for the YISP than we've had if we had not had the restorative justice projects. So it kind of, sort of opened the door a bit. Yes, definitely opened the door."*

Anti-Social Behaviour team

SCF inputs
The project originally employed four members of staff: one project coordinator, one police officer, a detached youth worker[79] to support the Anti-Social Behaviour (ASB) team in the community, and an administrator. The ASB team is based at the Rhondda Cynon Taf Community Safety Partnership offices and staff are line managed by the Community Safety Partnership.

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[79] Now moved on to another post.

Project aim

The ASB team was established to respond to incidents of anti-social behaviour to prevent it from escalating. This included taking a more long-term, sustainable approach:

> *"It was identifying other key agencies in the different communities who could work with [us]... So basically it was also looking for, hopefully, if we could, long-term solutions as well, rather than just going in and doing a quick-fire project and leaving and that was that. So that was the aim of engaging other agencies, so that we could all work together and then ... take a step back and they could carry on the work."*

Intervention and target group

The project receives most referrals directly from the police[80]. Police Community Support Officers, British Transport police, Housing Association staff, local authority staff, and mediation services also refer in, as can the public - "*through specific channels where people report the initial instances to us or to their local beat officers*".

Project activity has developed in two main ways. Firstly, for individuals involved in anti social behaviour, the project set up an ASB panel to provide a multi-agency response where required[81]. Once a referral has been made, each case is entered into the ASB database and the team decides how to proceed. Fortnightly meetings are held (if required) and the project, along with other agencies[82] undertakes ASB conferencing. Such conferences enable the panel to assess each case and those accused of anti-social behaviour can put forward their views and can be referred (if necessary) onto appropriate services in an attempt to address any underlying problems.

The project has designed a four-staged model for responding to ASB:

1. For non-serious incidents a warning letter is sent. For young people a letter is sent to their parents.
2. For those who come to the attention of the team again, a home visit is made by a PC and a project staff member to talk through the consequences of continuing ASB.
3. ASB conferencing and interventions with partner agencies.
4. A court appearance where the individual is threatened with an Anti-Social Behaviour Order (ASBO).

The fourth stage is not seen as a positive outcome and is avoided if possible. ASBOs are only ever used as a last resort after all other avenues have been explored.

The second strand of project activity deals with ASB committed by groups of young people, through the employment of an experienced outreach youth

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[80] Using Anti-Social Behaviour Occurrence report forms - now a standardized approach used across South Wales.
[81] All appropriate local agencies are invited to attend the panel.
[82] Such as Social Services and the Youth Offending Service.

worker[83]. This individual targets specific areas where ASB is a problem – working with both young people and the wider community to assess local need. The whole process is based upon voluntary engagement and participation - a new approach to ASB intervention with young people:

> *"I believe I was about one of the first ASBO workers, who was also specifically a youth worker, who was working within a Youth Offending Team in Wales."*

To date, the outreach worker has set up two projects: a time banking project in Maerdy and an advocacy project in Hirwaun (linked with the YMCA). Young people from both projects produced a film in their local area[84].

In order to maximise the project's potential impact, staff have adopted a highly flexible, collaborative approach to their work:

> *"I was always quite flexible about when I could work. So it wasn't like, 'Oh I don't work this night, or I don't work that night.' It was just if it's a means to get the job done then I would change my nights to fit in."*

> *"It's also making sure the other agencies know that they've got a big part in the whole thing. It's not me going in and saying, 'Actually guys, I want you to do this, that and the other.' It's that whole partnership working, making sure everybody has got a say, including young people, but it's just more of bringing it altogether so we can meet everybody's aims and objectives."*

Project impact

Project staff report that they have reduced anti-social behaviour in all targeted areas and have received positive feedback on their work. The project also seems to have brought benefits to the wider community - something that the young men may not fully grasp:

> *"I think the thing that the boys don't clock, as well – and even though sometimes they've had feedback from the community – is where some of them have worked …serving dinner to the …seniors group, they've had letters back just sort of saying how thankful the group have been."*

> *"It's getting this group to realise that something that they may be doing because they're bored and want to get credits is a big help in the community. If it's cleaning brambles in the church, or if it's serving the elderly their food, or helping in play schemes some of them have done, or helping with the sport and doing football in the gym, it is a big help."*

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[83] The outreach youth worker involved in this project has since left but the work has been picked up and funded by the Communities First programme in Maerdy.
[84] The young people in Maerdy were involved in making a film called 'Doing Time' which won an award at the Swansea Film Festival. The young people from the advocacy project in Hirwaun created a DVD outlining the ASBO process. This DVD also won an award in the Media4schools community category.

Furthermore, the low numbers of ASBOs applied for by the project fits in with local policy in South Wales to use ASBOs sparingly:

> *"We've got over 4,500 people we've had referred to us, possibly over 5,000 now, but we've only ever taken out thirty-nine antisocial behaviour orders [April 2008]… [the] way that South Wales is working at the minute is about interventions, warnings, and things… it's about trying to modify behaviour… rather than going to court and taking out ASBOs."*

Feedback from participants of the Time Banking project[85]

Participants interviewed for the evaluation were all positive about the project. They had all found out about it from friends, and heard that they could do activities like paintballing if they accrued enough credits. Activities that would earn them credits included gardening at the allotment and in the woodlands and "*doing up*" the pavilion. They said they had learnt "*loads of stuff*" from the project like "*how to paint tidy*" and "*first aid*". They had also done youth mentoring courses and cookery courses. With their credits, they had enjoyed activities like paintballing, rock climbing, gym passes and golf membership and especially the residential visits: *"Going with all the boys and having a laugh and have fun with it".*

The participants all agreed that being on the project had been a positive experience and no-one suggested changing anything about it - other than to get more funding so that they could attend more than once a week - ideally up to two or three times a week, especially as "*there's nothing to do in Maerdy*". Without the project to participate in, they suggested that they would be "*Getting into trouble*" or "*Hanging on the road outside Spar.*" All the participants interviewed wanted to continue indefinitely with the project because "*it's better than hanging around, isn't it?*" and all hoped for extra funding so that others could join as they had already recommended the project to friends.

Safety Zone

Project aim

The Safety Zone project provides a venue for school children to visit where they can learn about the potential risks they might face in a variety of locations[86]. The project aims to encourage young people both to cease dangerous behaviour and also to understand why they should not put themselves at risk. For example, the project venue contains various mock-up sets designed to illustrate some of the dangers present to young people if they misbehave or ignore safety risks[87].

The project is designed to be flexible in meeting the diverse needs of its large client base, working with a wide age range of children across a broad academic and behavioural spectrum. Sessions are designed with particular audiences in

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[85] A focus group was held with seven young men aged 15-18 years who were participating in the Time Banking project - one of the initiatives started by the ASB Team.
[86] The idea of creating a stand-alone health and safety education provision originated from within the Community Safety Partnership and was based upon a nationally recognized programme known as 'Crucial Crew'.
[87] Including a building site, a public house, a railway line, a domestic kitchen, and a shop.

mind, and school/agency representatives are encouraged to work with Safety Zone staff to ensure that the needs of their client group are catered for.

> *"It's been designed in a way that you can change any scenario. You can have any group here … Any of the sets can be adapted to anything you want. And the people who come, the organisations who are out there, whatever age group it is or ability, we will pitch their presentation at that age group".*

Intervention and target group

The activities are designed to engage and involve the young people and encourage them to problem solve:

> *"Although they are fun activities there is a serious point to them. The Safety Zone allows you to engage with people on neutral ground, show them that you are prepared to provide something for them, and then as a result of making contact with them on that more informal level you can speak to them about things that were more serious and related to their safety. Things like citizenship, anti-social behaviour, risky situations and safety, that type of thing."*

> *"And what I would do is, particularly with some groups from, say, Pupil Referral Unit, split them in half … each side would have an hour to put together a problem and then at the end of that hour each would attempt the other's problem and then sort of mark it on the degree of difficulty, the degree of do-ability… Now all the time they're doing this what they don't realise is that their communication skills, their anger management, they are managing and all these processes are going on but they don't see it as that, they're just having a bit of fun".*

The project workers were keen to include all types of learners and were aware that for some young people, who might be kinaesthetic learners, the Safety Zone could accommodate their needs so they can learn through doing, rather than sitting and listening:

> *"[The Safety Zone] offers learning through doing… and I think that's what the teachers will say. In fact the comments book says that, they couldn't do this in the classroom. [For example] although they're speaking to a real police officer in the classroom, they're not actually sitting in a police station with a cell, where they can be shown what a cell looks like."*

Project impact

Feedback on the project has been very positive. For example:

> *"…Network Rail were having problems on a railway line near a school in Treorchy. Also especially the Forestry Commission, they've said to us that since we've been doing Crucial Crew, their forest fires and criminal damage in the forestry has dropped."*

Whilst the project's impact on community safety has been questioned, the project workers were clear about the breadth of influence their work was having

on young people's quality of life and citizenship. The project workers believed it was the "realness" of the scenarios that made young people engage with the message. For example, schools are very enthusiastic about the work of the project and their return to the project year after year was viewed as further evidence of its success: *"You've got schools that ring up and say, 'When is it running this time?'"*

The Friday Night Club

SCF inputs

Staff from the YOS and CSP are used to support the Friday Night Club, and some SCF posts have the Friday night outreach work included in their job specification. Other stakeholders (such as police officers and youth workers) are not funded by SCF[88].

Project aim

> *"It's a local authority … and SCF funded team of youth workers who do street-based youth work. So that's engage vulnerable young people aged 11 to 25 across all of Rhondda Cynon Taf wherever they're at. So street corners, park benches, outside the Spar… We work in lots of different ways to engage young people and try to work in partnership as much as possible."*

The Friday Night Club began as an initiative to bring together different agencies working with young people in Rhondda Cynon Taf in providing outreach that could identify local young people's needs:

> *"It's a multi-agency partnership where different professions go out together to identify and look at vulnerable young people out and about. … We're all out together, we're all engaging with young people. Very useful in terms of … breaking the professional barriers down".*

As the differing needs of the young people were identified, specific practitioners from different teams are brought in to meet that need, working with individuals and groups of young people.

Intervention and target group

The Friday Night initiative involves two key strands. The first is the outreach street work, where the PCSOs, police officers, outreach and professional youth workers work together, targeting specific areas in an attempt to engage and then signpost young people into appropriate services (where necessary). This outreach work identified the need to provide activities for local young people – in response to young people hanging around with nothing to do and high numbers of reports of youth antisocial behaviour on Friday and Saturday evenings: *"we knew there's no provision on a Friday and Saturday night. ASB stuff goes through the roof"*. The outreach team consulted many young people to ensure

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[88] Interviews were undertaken with a Youth Outreach Worker for Rhondda Cynon Taf, and a police officer who are both instrumental in driving and facilitating the work of the project. Both posts are funded by statutory core funding (not SCF).

that any service provision was designed to attract the maximum number of young people.

> "*What comes up in the consultation… time and time again…[is] they want weekend provision but they want somewhere to go just to chill out, just to be relaxed with their friends".*

Thus, the second element of the project is the Blue Light Disco - a series of organised discos (staffed by local PCSOs and youth workers) where young people in the Valleys can meet up, listen to music, DJ and dance. Project staff are critical of what they saw as a distinct lack of statutory provision for young people across the Rhondda Cynon Taf region:

> "*The level of youth provision in this borough was farcical. … I've got to make a huge distinction between the voluntary and the statutory sector. The voluntary sector are great and they're actually trying, whether it be … local groups, even just your scouts, brownies, church groups whatever. … They do a tremendous amount but in terms of statutory provision…it is woeful".*

Whilst the disco has been tailored to young people's needs, it is also explicitly designed to offer a supervised leisure activity and reduce anti-social behaviour. The discos are now organised and run by the PCSOs and continue to be well attended: "*They regularly have 200 plus young people a night. … They queue now from half past six to get into the venues".*

Project impact

When asked to provide evidence of the impact of the Friday Night Club, one worker said:

> "*Youth annoyance has gone down in the areas that they [the Friday Night Club activities] happen… so it's had an effect. … If I'm finishing work here at ten o'clock on a Friday, I make a point of driving through the town centre, just out of curiosity. We still get kids hanging about but not in the same numbers. To me, if we're actually getting at that cohort of people … it's very positive because at that age, people are switching from waving at [police] panda cards to throwing bricks at them, and if we can actually keep them on-side during that transition phase, then from a citizenship point of view… we're not going to actually lose them to the same extent. … In terms of monitoring it… our crime analysts look at it and they say that youth annoyance or anti-social behaviour calls were down on the nights it's happening".*

Another worker commented on how the discos give the local children something positive to get involved in:

> "*There's this huge vacuum there in youth provision - the fact that there isn't anything for the kids to do. Well, one of the key arguments kids chuck at you when you go and speak to them on the street is: 'Well there's nothing for us to do and if there was something, we would go and do it and we wouldn't be causing a problem.' Well they have something to do now."*

Another worker responded:

> "*[Although the discos are] fundamentally just a very simple diversionary activity, ... in terms of breaking down the barriers between young people and the police it's probably quite good. ... The fact that you've got police officers out of their own environment, ... doing something positive for the kids, it's going to be hugely beneficial in the long run.*"

Feedback from participants of the summer graffiti project[89]

In addition to the outreach work and the discos, the Friday Night project also organised a graffiti project for young people – and this group was consulted as part of the evaluation. Participants all described enjoying the various activities they had undertaken, such as: "*pool and football*"; "*playing on the PSP*"; "*kicking a ball outside*"; "*playing ping-pong*"; "*playing air-hockey*"; "*bowling*"; "*horse-riding*"; "*going to the beach*"; and creative activities such as "*graffitting*". They all felt that they would not otherwise have the opportunity to do these things and that without the project they would be "*hanging out in the park*" or "*stuck in the house*". Many said their parents were pleased about them attending - "*They think it's good because I would normally sit in the house playing computer games*" or "*because I would be out on the streets causing trouble*" - and the young people themselves were all very positive about the project workers:

> "*There are not loads of staff here but the staff here are good because we get used to them because they're always here. They're like friends really.*"

And in addition to the activities, the project workers provided general help and advice:

> "*I was unsure what to do after my GCSEs and I talked to [project worker]. She gave me information about the stuff I can do in college.*"

Case study area 3 - Swansea

This section describes the three SCF-funded projects in Swansea that were chosen for more detailed examination.

The "Prevent and Deter" project

The 'Prevent and Deter' project accounts for two-thirds of the entire SCF budget received by Swansea and has been used to amalgamate a number of previous strands of work undertaken with young people. Although the project currently has four overlapping strands - involving staff who work on a range of other

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[89] A focus group was held with seven young people (five boys and two girls) aged 11-14 years who participated in the summer graffiti project organised by the detached youth work team.

strands as well (some SCF-funded, and some not[90]) - only three of the strands are covered in this case study[91]. These include:

> referral of young people to directed leisure facilities following first/second warning letters for anti-social behaviour and/or as a component of an 'anti-social behaviour contract' (ABC) agreed with a young person ahead of an ASBO;
> school-based work with 8-13 year olds (previously funded under the 'Adventure Service Challenge' project) educating young people about the hazards and consequences of offending; and,
> support for school-based peer mentoring and interventions to forge better 'inter-generational' understanding among young people, their guardians and other adults in the community.

Anti-Social Behaviour work

Project aim
Unlike many youth offending services, Swansea YOS has had specialist anti-social behaviour posts for the past three years. The aims of this service are to reduce anti-social behaviour[92] and to prevent new anti-social behaviour by diverting young people into other activities:

> *"A lot of our work isn't the enforcement side …. it's always about prevention."*

Intervention and target group
As well as directly working with young people identified as responsible for anti-social behaviour, team members also described the wider preventative work they undertake in schools and the wider community:

> *"Primarily my role was to work with all of those young people who are on acceptable behaviour contracts and above. So I'd work with young people on the contract for six months and work on what were the conditions that would address the underlying causes of their behaviour. Hopefully they'd successfully complete that. If not, when the young person went on to ASBO stage, I would monitor the ASBO for over a two-year period and also supervise the individual support orders that run alongside the ASBO. But also I'm heavily involved in preventative work now, community projects, presentations, anything and everything really to do with ASB with young people as it comes in."*

> *"We go round as part of what they call Kiddo's Choice, which is a programme that visits each secondary school, with workshops following on from a very, very dynamic DVD that was produced. So that's what we've done and I think that prevention work, going in,*

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[90] The distribution and focus of SCF funding received by Swansea YOS has changed shape over the years, making it difficult to disentangle SCF-funded work from other strands.
[91] The strand not covered by this case analysis works with prolific and priority offenders known to the youth justice system and Anti-Social Behaviour Unit.
[92] In terms of preventing young people from "*escalating up the system*".

> *talking to the young people, has really had a big influence on the levels of ASB."*

The service is an "*agency-led process*" managed by the YOS and liaising closely with the police, housing and education services. There has been no direct input from young people or wider community members into the design and implementation of the service and no formal consultation process. However, there are indirect ways in which the service responds to participants and community members[93]. For example, regarding young people, the case manager explained:

> *"I think they've informed our process when we deliver presentations and it's by talking to them, we see what they want to hear about and what they need to know and what they're actually interested in… So they really inform how we work, especially on one-to-one as well."*

In terms of working with the young people identified as responsible for anti-social behaviour, the team worked to challenge "*entrenched behaviour*" among young people who often had chaotic home lives and little school contact:

> *"A lot of the sessions … are based on what their perceptions of right and wrong are. … It's just working with the young person on a one-to-one with the worksheets and challenging their concept of what they think is acceptable and what's not."*

The lack of regular school contact was seen as a big problem for the team to engage with - particularly in trying to return young people to school:

> *"Nearly every house I went into, that the young person was off school … [either] truanting or … [because] they'd been suspended or excluded. … Then the young person would stay away [from school after their exclusion had finished] and there seems to be about a three-month gap before any agency picks them up."*

Working with the young people also involved discussing their behaviour with their parent/s - something that the team felt that the wider family often benefited from:

> *"A lot of these parents we find are often at the end of their tether and they haven't had anybody else take an interest like we can… [For example] we've been looking at putting in family support rather than support for [just] the individual. That's where 'Breakouts' came from - which is a scheme that we devised where we would support the whole family rather than just the client. Because a lot of the siblings were saying 'well he's getting all these kind of perks for his anti-social behaviour and we're getting nothing'."*

There was also a degree of working with the parents to "*inform them about the boundaries and parenting skills*" and to look for "*courses and advice, and engaging with the relevant support services*". In fact, the team felt that "*trying*

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[93] For example, team members attend the Partnerships and Communities Together (PACT) scheme meetings.

to get support services on board to actually engage with family" was a key challenge for the service. For example, the team identified a lack of appropriate services for younger children:

> *"The majority of our work, or a good proportion of it, is with under ten, under 11 and a lot of the services don't extend to them - especially anger management. There's no dedicated anger management programme for the under 11s really and we're finding that that's taking up a lot more of our work at the moment."*

Another issue was parents experiencing violence from their child:

> *"Two or three parents [that] have been in fairly recently, … have been victims of violence from their child and that's a very, very difficult area and to get advice and support on."*

With the "*majority*" of cases being in local authority accommodation, the team also works very closely with local housing services to deal with families.

> *"Local authority housing have far more powers over their tenants than they do in private. So we can achieve a lot more via local authority tenancy agreements and stuff like that."*

> *"The warnings are a little bit more impactful there because you can then tell the person that their house will be taken from them if their ASB continues … that is a big deterrent in local estates…"*

Project impact
Overall, the team believes "*the system is successful*" and attributed this success to good "*partnership working*" and support from the YOS and other agencies. The statistics also seemed to support this view:

> *"There's been a dramatic drop in the number of referrals and the young people involved in ASB, that's reported to us."*

> *"The stats have halved…in five years."*

Furthermore, the team regularly receives reports from individual families noting how the service has helped them:

> *"Usually, the parents… are just glad they've had somebody to talk to and listen to them and report back their perspective… So usually they're thankful for the visit."*

The Adventure Service Challenge Scheme

Project aim
The Adventure Service Challenge Scheme is an early-intervention school-based project working with seven local primary schools and the Prevention Team in the Swansea YOS. Its primary aim is to reduce anti-social behaviour by developing the child in a holistic way:

"We like to build confidence and self-esteem."

Another project aim is to improve school attendance because participation in the project depends upon the child attending school:

"If you're not achieving in school you tend not to want to go, so you avoid it. But with this scheme they have to attend, because a) it's in school time, and b) they can only attend [the scheme] if they've been to school during the week as well."

Intervention and target group

The project is held during school hours and works with small groups of children - *"generally between five and ten"* - aged between eight and 11 years of age. The schools refer children they are concerned about to the project, and once on the project, an individually tailored intervention is developed for each child.

In terms of activities, the project covers areas such as life skills - e.g. *"healthy eating and looking after yourself, … road safety, … just every day things that you come across, that you don't necessarily get taught in school"* - and provides a relaxed learning environment - *"they're not forced to do stuff they don't want to do"* - for those children who may be struggling with mainstream class:

"We do it in a fun and relaxed environment so it's not so much pressure as in the classroom. … They have that little bit of extra help that's needed, … [and] it's smaller groups and more one-on-one time."

This responsiveness even extends to involving the children in the design and the delivery of the project:

"They have a lot of say in it, … and one session every six weeks, they run the session."

Project impact

The project helps the children in a number of ways. As the project worker summarised:

"They've got goals to work towards and that consistency every week, they've got something to look forward to…. And at the end of the session, if we do something art-based, which is what we usually tend to do, they've got something visual, physical in their hands, to take home and be proud of and look at that and remember."

Furthermore, the worker observed marked improvements in many of the children's behaviour:

"They're mixing better, or I think they're just calmer and they're maybe not so afraid to come to school really."

"You only need to look at the changes in their [school]work, their behaviour, their confidence… I know I keep saying it, but confidence, the[ir] confidence has soared."

The West Side Intergenerational Project

Project aim
The key aim of the West Side Intergenerational Project is to:

> *"enhance community cohesion and therefore reduce the fear of crime on a neighbourhood basis. And we hope to do that by achieving objectives like bringing together older people and younger people within a sort of community-based forum that allows them to discuss problems in the community and resolve issues on an equal footing."*

The project was set up in response to the perception of youth-related problems in the area, such as *"young people congregating around the shopping area, ... [and] underage drinking going on in the park"*. As the project worker explained:

> *"There was a high level of reported nuisance behaviour from young people in that vicinity, and ... those reports had mainly come from over 50s residents who had lived in the area for a long time and who felt passionately about ... rectifying anti-social behaviour or what they saw as crime within the area."*

Intervention and target group
Having commenced in October 2007, the project is relatively new and still evolving. It currently incorporates a multi-agency approach that includes: the Swansea YOS; representatives from The Young People Partnership and 50 Plus Strategy; two local PCSOs; local youth workers; staff from a local Rugby Club and Youth Theatre; as well as community members of varying ages.

One of the major challenges for the project was to recruit both young and older community members to participate:

> *"The 50 Plus Strategy took the lead in recruiting over 50s because they had access to them. Now when we looked at how to recruit young people for the programme ... we spoke to local PCSOs who were very... accommodating and they decided that they would take a lead on recruiting young people from the area. This was ideal because the PCSOs are on foot as you know and they patrol the locality that we're working in. So they handed out leaflets and told the young people about what we were doing and slowly a group of young people built up."*

Following the recruitment, a number of *"discussion groups"* were carried out with the young people, looking at *"what it's like to live in that community, what are the issues, what are the problems, what are the hopes and fears within that community and what can the young people offer"*. The main issue that came out of this consultation with young people was a lack of appropriate things for them to do:

> *"The ... re-occurring answer is that they have very limited resources within the community. ... A lack really of... a social space of their own"*

The resulting choice and design of project activities was based on this consultation with the young people:

> "We talked about what kind of provisions they would like to see there and what kind of activities would they like to take part in, what opportunities really they'd like in their community. And we built the project around those ideas mainly because one of the strong answers from the older people about why they felt there was anti-social behaviour in the area was that they felt also that young people didn't have enough to do. So we let the youth group take a lead really on which activities we would choose. So … things like first aid training, video-making and those sorts of activities were embarked upon because the participants suggested them."

The over-50s group were also in agreement with the activities suggested:

> "When we went back to [the over-50s group] and showed them what the young people had asked for we were quite surprised about how happy they were to follow the lead of the young people."

Following the initial discussion groups, a small number of inter-generational sessions have subsequently taken place:

> "One or two smaller scale intergenerational sessions were held where young people were invited to do things like first-aid training with older members from the community, video making and a theatre and art workshops. So they had the chance then to develop new skills alongside older members from the community but also have a chance to discuss some of the common issues of being a resident from that area."

Project impact

The multi-agency approach (particularly the input of the PCSOs "*on the ground*") and the involvement of community members in the design of the project were both seen as the key components to the project's success. Whilst the project worker did accept that the project had concentrated more on the young people than the older participants - perhaps because of the YOS lead focusing on young people's behavioural change - a sample of both project participants[94] and community representatives[95] were very positive about the project. Indeed, the community representatives all recognised the benefits of getting older and younger generations to "*interact together and do things together*" to, as a PCSO described, "*alleviate their sort of fears and misconceptions of each other*". In addition to improving relationships between the two groups, the project also appeared successful in engaging both young and old participants in a 'community way of life':

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[94] A focus group was held with 6 project participants (4 male and 2 female) aged between 12 and 16.
[95] A focus group was held with 6 community representatives related to the project. These included the 2 local PCSOs and 4 representatives associated with the local Rugby Club.

"It's given all the participants a sense of inclusion and a sense of being part of something. Many of them are not involved in any other community groups in the area or at all. And yeah, the majority of them wouldn't be doing anything like this or wouldn't really be involved in any of the positive community activity if it weren't for the project. So I think in that sense it's given the participants some purpose and some sense of empowerment."

The Sports Inclusion (Rugbywise) project

Project aim

The 'Sports Inclusion Project' is the current identity of a project called 'Rugbywise'[96] that existed prior to SCF. Rugbywise used Rugby Union in a particular estate in Swansea to divert young people from offending behaviour, and involve their guardians and the broader community in constructive activities. Subsequently the project has been broadened to include all of the 'Communities First' areas of Swansea[97]. As the project co-ordinator noted:

"It is mainly a social inclusion project. Obviously, it's a sport inclusion project as well - where we have the kids playing sports and developing their sporting acumen - but to me it was mainly a sport social inclusion project, where we got the community active and the community involved in a [Rugby] club that was already there and that they hadn't any interest in."

Intervention and target group

The project runs four rugby teams for boys aged 8-11 years old. Initially the project mainly relied on input from one person - the co-ordinator:

"I ran the teams from under 8 up to under 11 age group, which meant developing the coaches, developing the players, organising matches, refereeing matches, coaching teams. And you name it, making the chips afterwards..."

However, over time, the project has become much more rooted in the local community with local residents volunteering as coaches and referees and forming a committee to run the club.

Project impact

The co-ordinator was confident that the boys benefit in many ways, with the project providing: structure and discipline; exercise and social interaction; and a boost to self-confidence.

"It's giving them a structure - that they have to turn up to training on a Tuesday and Thursday, and they have to turn up on a Sunday morning. It's providing exercise for them that they mightn't be getting. It's giving them friendship, it's giving them confidence, self-esteem, … [and] it's providing an extra facility … and an extra

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[96] The Rugbywise project was set up in Penlan Rugby Club in November 2005.
[97] Those with high indices of multiple deprivation, that are entitled to the Welsh Assembly Government's Communities First programme that funds regeneration.

opportunity for them to develop and make something out of themselves."

Further opportunities for personal growth included developing teamwork skills and new friendships:

"It gives the kids the opportunity to … meet other children from other areas, other schools and make new friends … They just learn to mix with other children."

The coordinator considered the project to be a huge success - not least because after three years, the whole community is supporting the club:

"We're now going into our fourth season. As I said, we've ten or fifteen players in each group, we're winning more than we lose, the kids are really, really enjoying it because they're winning. … The adults are enjoying it and the community is getting behind the club. …Sunday mornings… you'd have fifty or sixty blue and gold jerseys running around and every one of them had their parents there, and it's just phenomenal to see the kids that have gone from nothing to what we're doing now."

Indeed, the strongest message from the focus group with community members[98] was the extent to which they had taken ownership of the project now:

"It's our club, you know. It's not so much a Rugbywise club anymore; it's developed into our club."

As part of the evaluation, a focus group was held with a number of children involved with the project[99]. When questioned they were all positive and in agreement about the club being *"a really good thing"* and praised the coaches for teaching them *"lots of different things"*. If they were not attending the scheme they felt they would mainly be at home *"watching TV"* or *"playing on the PlayStation all the time"*.

Anger Management and Research Worker

Project aim
The key aim of this project is to reduce offending both for known young offenders and those at risk of offending:

"We work with young people who have offended and who are offending because of anger or self-esteem issues … trying to give them tools or techniques to cope without resorting to aggression and crime. We also work with young people at risk of offending … to reduce … the likelihood that they will commit crime."

The role also includes a research component to explore *"the increased incidence of violent crime with girls"*. Indeed, the perceived increase in violent crime

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[98] A focus group was held with 8 community members – 6 men and 2 women, all of whom had children participating in the project.
[99] 9 children (8 boys and 1 girl) aged between 7 and 10.

among young women was a major impetus for the service. Findings from the research will inform "*preventative work*" in the future.

Intervention and target group

The Anger Management and Research worker is based in Swansea YOS. As the worker described:

> *"I work with, mostly, girls with problems managing their anger and their feelings, and trying to give them tools to cope better with life."*

The project undertakes an initial assessment and then plans a tailored intervention:

> *"Initially, obviously it's finding out where they're coming from, where they think that anger is a problem for them. … So… the first session is about assessing what they need or what they see that they need, how they'd like to change. We ask them questions like that and then… we work out a plan as to where we want to go with that young person, where they'd like to be, and how we're going to get there."*

Following this assessment, a bespoke intervention is designed to meet the individual needs of the young people:

> *"I think what's really important about the project is the way that it treats every individual referral as unique, and that it doesn't have a handbook that we work through with every young person. It's a bespoke service and it's designed to meet their needs, and it adapts as necessary as we feel is needed to meet those ends."*

Importantly, the project does not simply focus on controlling anger impulses but also seeks to address associated factors such as low self-esteem, substance misuse and peer influences. Raising self-esteem was seen as fundamental to the work being done:

> *"If we're dealing with specifically anger management, any time we can get in a boost to self-esteem, we will. So that, generally, they're feeling better about themselves after the session and we try and also give them ways, during the week, to make themselves feel better. Because, I think, if you can just start to … make them feel proud about something or more positive about themselves about something… and they come in the next week and they say, "I tried that thing and it worked," or, "I did go to school all week," or whatever. … So we do really target self-esteem the whole time."*

The project was also useful for helping young women deal with the risks of substance misuse - highly relevant for many of those whom the service works with:

> *"What we try and do is give them techniques and … tools to use to cope with life that they normally would resort to substances for confidence or for relaxation or calm, or whatever. Even if it's … cigarettes or alcohol, what we try to do is give them healthier ways of*

> *coping with their lives. … We're not there to lecture them to come off the drugs, but what we're saying is you don't need them, you can cope yourself in healthier ways."*

Similarly, the project also seeks to help young women deal with problematic peer influences:

> *"We're trying to give them tools to sometimes have confidence in themselves that they haven't been given as they've grown up. So we're saying that you have as much right as anybody else to say, 'Yes, I want to do that'; 'No, I don't want to do that'; 'I want to go there';' I don't want to go there.' And to try to build up their self-esteem so they feel stronger to cope."*

Project impact

The major limitation to the project was the short intervention period:

> *"Its six weeks, six sessions and you can't work wonders. … You can try your best but, like I said… they've had sixteen, seventeen years of an upbringing in that environment and becoming used to a certain lifestyle, and it's sometimes difficult when they're entrenched in negative attitudes, to bring about change."*

A further limitation related to the difficulty in evaluating this type of intervention, given its individualised nature:

> *"Well, it's been quite difficult to assess and measure, really… because everything is so individual and, yeah, every case is just so different. … So it's really hard to… judge success, and it's done quite instinctively, really. Whether we feel as if a young person has moved on and is in a better place. … But you do get a sense of doing good and, yeah, of being of benefit to young people."*

Overall, despite these limitations, the project worker summed up the impact of the service in a positive way:

> *"Well, it's mostly anecdotally, but it seems to have a good impact. … In terms of individual cases and their improved outcomes… it's reported to me that anger management works or has a good success rate."*

Cross-case study findings

This section draws together findings from the three case studies, highlighting over-arching conclusions about project delivery, effectiveness, monitoring and evaluation, and approaches to problem-solving.

Project delivery

- ➢ Across the projects, staff were clearly dedicated and enthusiastic. Many project staff had the requisite training and understanding to work with sometimes quite difficult groups of young people, and also to secure high

levels of engagement and participation from young people in those groups.

Community consultation

> Most practitioners recognised the importance of consultation with young people and other community members - to inform both the nature of local problems and the shape of interventions to address them –but time constraints were identified as a substantial barrier.

Evidencing effective practice

> Although some very high quality work is currently taking place at project level, much of it is not adequately reflected either in the SCF database or in any other formal records. This is highly regrettable since evident good practice (based on previous research and knowledge of the wider literature) may be lost to history if it is neither properly recorded nor evaluated.

Monitoring and evaluation

> Monitoring and evaluation have not been key priorities for most SCF-funded projects in the case study areas - although most projects have attempted to record at least some information about their main activities and participants. Even in cases where projects did collect useful information about their activities (and in some cases, their short-term impacts), projects tended not to gather any rigorous or consistent 'before-and –after' outcome measures[100].

Problem-solving approaches

> Much of the work of practitioners 'on the ground' is relatively untouched by the formal requirements of any strategic problem-solving approach[101]. Rather, the work of frontline workers and managers is focused on maintaining productive and supportive working practices for their client groups, and they (quite understandably) tend to regard monitoring and evaluation activity as an interruption to their core work. However, practitioners participating in this evaluation were often aware of local problems, and of the links between them and their own work - in some cases giving descriptions that were both sophisticated and convincing[102].

Although the available evidence-base is limited, the following themes are also suggestive of both tangible success and promising indicators of good practice across the three case study sites:

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[100] One project worker suggested that they were planning to undertake an evaluation of their own work after a three year period, for example, but had not taken any steps to ensure that data which could allow for judgments about outcomes at that stage would be routinely collected.
[101] This is not unique to Wales.
[102] In relation to the intergenerational work in Swansea for example, staff members made reference to links between processes that enhance community cohesion, and reductions in feelings of insecurity or fear of crime – links which resonate with known features of effective community development work which have received attention within the research literature.

> There is much good work rooted in addressing local problems and needs;

> Many projects make sustained attempts to consult both the targeted young people and members of the wider community.

> Most project staff recognised the importance of consultation both for enhancing project design, and for broadening the scope for effective project implementation and change (if required) - although time constraints were sometimes mentioned as limiting the degree of consultation that could be undertaken.

> Wherever possible, projects are embedded in the local community and seek to take account of the particular features and needs of such locales;

> There is widespread evidence of flexible, responsive and individualised services - features that are linked to project or programme effectiveness in the research literature;

> Feedback gathered by the research team directly from young people, community representatives, and project and agency staff, suggests that much SCF-funded work is both well-received locally and successful in generating a range of positive outcomes;

> There are examples of genuine inter-agency working and joined-up thinking in specific projects and in some cases at the local strategic level;

> The potentially competing demands of both the Welsh Assembly and YJB priorities regarding youth crime prevention and youth empowerment are often well-balanced through delivery of a creative local "project mix".

In some areas SCF funding is embedded within local multi-agency partnerships and strategies and often forms a crucial part of area-wide arrangements. SCF funding thus supports and is supported by other funds in the delivery of prevention programmes and projects. In other areas there is less integration between agencies and funding streams - an arrangement which has a tendency to weaken the overall delivery of the prevention agenda.

It is also worth noting that in some areas the activities associated with particular projects appeared to highlight gaps in mainstream service provision – some projects appear to have been set up in areas where there appears to be a general lack of youth provision, for example, or where local respondents made reference to problems concerning "lack of anything for young people to do".

In summary, the SCF is *the* key source for funding youth crime prevention work across the diverse localities in Wales (on the basis of evidence gathered in the case study fieldwork and wider consultation with key local players across Wales). This evaluation found evidence of healthy implementation of practices that accord with the inclusive and 'de-criminalising' ambitions of the All Wales Youth Offending Strategy and the Extending Entitlements policy agendas. Despite the limited evidence base available in relation to youth crime prevention in general, and SCF project monitoring in particular, SCF (on the basis of the three evaluation case studies) appears to be allowing for the implementation and/or

strengthening of a range of innovative and successful community safety activity focusing on young people. The case study research also highlighted difficulties faced by some local representatives in adopting consistent approaches to strategic level problem-solving, although there were also some notable examples of effective planning at that level.

Conclusions and recommendations

Summary of Findings

Trend analysis

The trend analysis[103] offers a broad national picture for Wales of an overall reduction in recorded youth crime - including a marginally greater reduction in recorded juvenile crime since 2004-05 relative to England.

SCF Funding Project Database

Across all CSPs, SCF funding is *the* major source of YCP work in Wales, compared to both Home Office crime and disorder reduction funding and YJB dedicated prevention funding. The projects supported by the SCF are targeted at preventive issues associated with youth safety, anti-social behaviour, youth crime and substance misuse (particularly when compared to Home Office BCU and CRASB funds and *also* compared with the earlier Safer Communities initiative before 2006). We can therefore conclude that youth crime prevention and youth safety work across Wales depends to a great extent on the continuing financial support provided by the SCF.

Unfortunately, much of the information contained in the database is not very helpful for drawing conclusions about good practice or the effectiveness of locally developed interventions. Across some of the local partnerships there appears to be a perfunctory approach to monitoring, and in the case study areas in particular, there was often a clear mismatch between the database entries for particular projects, and the work that was actually taking place. Other material in the database is highly detailed and the existing framework could be strengthened to allow for the collection of a broader and higher quality set of information about SCF practice across Wales.[104]

Case studies fieldwork

There is a marked fragility to preventive work across the sector (including work delivered both by local CSPs and YOTs). Most preventive work in Wales is based on short-term projects, short-term contracts, and at times 'pick and mix' approaches regarding funding to protect ongoing work from one financial year to the next rather than having the perceived luxury of new and innovative, long-term and strategic community-based youth crime prevention and youth safety interventions. *In this context, SCF support has clearly been of crucial importance in all localities in keeping up momentum for preventive work.*

Much valuable work takes place across the SCF projects. The evidence gathered for this evaluation points to a healthy promotion of practices that accord with the specific crime preventive as well as broader inclusive and decriminalising ambitions of the AWYOS and the Extending Entitlement policy agendas. *SCF, on*

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[103] Albeit with important caveats regarding the limited data sets on which to base this analysis.
[104] There are a number of ways in which levels of co-operation can be strengthened locally, while also enhancing the quality and consistency of the information being collected – which in turn can broaden the scope both for knowledge-growth in the field, and for key managers to monitor progress and effectiveness for their own purposes.

the basis of our three selected case studies appears to be playing a vital role in allowing for the development and/or sustenance of a wide range of community safety activity. However, there is a lack of consistent, systematic evidence, especially of a long-term, quantitative nature to support this verdict rigorously.

Furthermore, in the absence of clearer guidance from the Assembly Government on the balance of effort across the five dimensions of youth crime prevention (see 7.2.3, below), some confusion among community safety and youth justice partners continues.

Targeted/secondary prevention interventions are already the focus of many of the SCF projects, alongside that of tertiary prevention[105]. What appears to be lacking in SCF projects are primary crime prevention interventions[106] - including those addressing young people as populations on the street and involved in what we have termed 'self-directed leisure'. Such interventions may of course be undertaken by mainstream services as the new Strategic Guidance suggests.

There is an argument that SCF projects might profitably, and in accord with the Assembly Government's Extending Entitlement principles, address the holistic issues about young people, risks, rights and entitlements and perhaps be more focused on 'safety' of and for young people rather than the youth justice orientation of the YJB and YOS teams. The new Guidance promotes the desire to keep the balance of targeted interventions and universal provision in some kind of state of harmony or balance. The WAG's political philosophy of social justice and of rights and entitlements suggests a prioritisation of primary prevention akin to that of a public health orientation (rather than more acute-end interventions associated with secondary and tertiary interventions).

Recommendations/Options for Change

Only limited judgments regarding 'impacts' are possible from this six month long evaluation[107]. However, the research team would like to make the following observations.

➤ Across all CSPs, SCF funding is *the* major source of Youth Crime Prevention work in Wales, compared to both Home Office and Youth Justice Board funding[108]. SCF projects are targeted at preventive issues associated with youth safety, anti-social behaviour, youth crime and substance misuse - particularly when compared to Home Office BCU and CRASB funds and also the earlier Safer Communities initiative[109]. Youth crime prevention and youth safety work across Wales thus depends to a great extent on the continuing financial support provided by the SCF.

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[105] As the terms are currently understood in the crime prevention field, "primary prevention" operates at a broad level to address economic, social or other conditions which could over the longer term lead to the development of crime, "secondary crime prevention" focuses more specifically on groups that are directly "at risk" of becoming offenders, and "tertiary crime prevention" seeks to prevent further offending by individuals already identified as offenders.
[106] Or, 'early intervention': YJB/WAG, 2008.
[107] Due to the paucity of both 'hard' quantitative and rigorously analysed longitudinal qualitative evidence on short-to medium term impacts and long-term outcomes.
[108] On the basis of evidence gathered in the case study fieldwork and wider consultation with key local players across Wales.
[109] Before 2006.

> ➢ This evaluation found evidence of healthy implementation of a variety of practices that accord with the inclusive and de-criminalising ambitions of the AWYOS and the Extending Entitlement policy agendas.

The evaluation has also identified a number of suggestions for change that can be clustered under the following headings:

Improving monitoring and oversight of the SCF programme

Further resources could be allocated to the Welsh Assembly Government community safety team (perhaps via "top-slicing" from existing budgets) to enhance its capacity for the nationwide monitoring and performance management of activity across the 22 community safety partnerships. Training and resources to support more stringent performance monitoring would benefit a range of local policy makers, practitioners and analysts. The delivery of such training by organisations outside of the Home Office/police policy networks may help to effect a cultural change whereby performance management is more consistently applied by local community safety and youth justice policy makers and practitioners across Wales. This should not focus solely on improving performance management but rather help develop the implementation of services in line with Welsh Assembly Government social justice and extending entitlement agendas.

Enhancing the accountability of CSP commissioning roles

Whilst there are several potential 'rivals' for managing the local allocation of SCF budgets, partnerships are often fragile and difficult to establish in the medium to long-term, and careful consideration should be exercised in determining the best route for funding to take. We recommend that the Community Safety Partnership remains as the local SCF commissioner - but with a much more rigorous, evidence-based, multi-agency and accountable commissioning process. To achieve this, local Community Safety Partnerships need to move away from a (perceived or actual) narrow crime and disorder reduction orientation and take shared partnership intelligence more seriously.

Specifying objectives for community youth crime prevention

Five basic dimensions need considering in order to further develop strategic approaches to youth crime prevention:

> ➢ type of prevention (primary, secondary and tertiary 'tiers')[110];
> ➢ purpose of prevention (risk-containment and enhancing entitlement);
> ➢ audiences for prevention (young people and 'everybody else');
> ➢ timescales for prevention (immediate, medium and longer-term); and
> ➢ targets for prevention (individuals, groups and populations).

These dimensions are not mutually exclusive. It is possible to have a strategy that focuses on immediate, 'early', interventions with individuals and groups who are at risk of offending that both contain these risks whilst also enhancing the entitlements of those targeted.

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[110] See footnote 105, above.

There is currently however, a degree of confusion over the appropriate balance of preventive effort that the Assembly Government wishes to promote through the SCF. The All Wales Youth Offending Strategy provides little steer on the appropriate emphasis among these objectives. This grants local partnerships discretion over which objectives they wish to prioritise. There are compelling reasons why the Assembly Government may wish to take a more directive line on the use of the Safer Communities Fund – not least because it is really the only dedicated source of support for youth crime prevention. Clearer guidance from the Assembly Government on the balance of effort across these five dimensions of youth crime prevention could help to avoid continuing confusion among (and, in some instances, tensions between) community safety partners.

Systematic evaluation of community-based youth crime prevention

To help the Assembly Government and local partnerships in their ambitions to make both the national scheme and local projects more effective in the future, the research team has developed a matrix (or grid) for mapping the diversity of youth crime prevention work, using both the five 'dimensions' listed above and the five 'types'[111] of crime prevention used to classify interventions in this evaluation:

1. Directed leisure-based activities
2. Self-directed leisure-based activities
3. Family-based activities
4. School-based activities
5. Youth Justice-based activities

Such an approach would provide a simple way of mapping activity across Wales and of identifying any gaps in intervention approach. It provides a matrix for planning evaluation work, so that a detailed, comprehensive and cumulative understanding of the breadth and diversity of youth crime prevention can be built up.

We suggest that the use of such a matrix to structure (1) the commissioning of youth crime reduction evaluations and (2) the analysis and reporting of findings could help to address the current dearth of detailed knowledge in relation to 'what works' in youth crime prevention. Some clarification of recommended approaches to strategic-level problem-solving (e.g. SARA) in this area of work could also help both the local targeting of resources and the collection and dissemination of the kind of evidence referred to above.

Maximising the potential impact of interventions

Joined–up partnership intelligence could enhance the effectiveness of local interventions, but may require the following:

➢ Creation of strategies that distinguish between (1) immediate, tactical, aims and (2) medium-to-long term plans for sustaining impact – for both reducing risk, crime and disorder and also enhancing entitlements. Within this

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[111] Full definitions of these terms are included in the main report.

approach, there is a need to define a broad repertoire of preventive responses that deal not only with prolific and priority offenders; but also prevention work with 'at risk' groups; and prevention for the whole population of young people. This would help to deliver universal entitlements unconditionally available and free at the point of delivery – accordance with the All Wales Youth Offending Strategy.

➤ Development of a delivery plan that Community Safety Partnerships can use to map and validate (1) the local balance of different preventative interventions; and (2) how impact and outcomes are going to be systematically assessed. Both project and strategic-level assessment cycles need to be timed so that they can feed back effectively into the production of youth crime prevention strategies. A broadening of evaluation methods is needed that enables partnerships to assess outcomes (not just outputs) of youth crime prevention projects.

➤ Enhanced analytical capacity for partnerships that connects analysts with the commissioning of preventive projects; and incorporates not only police and YOS analysts, but also the other responsible authorities. To complement this more analytical approach, support from social scientists could provide advice on the 'framing' or conceptualisation of problems of youth crime and disorder, and youth safety and quality of life.

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Appendix 1 – Trend analysis

Table 1   Number of youth offences in Wales (2002-07) by gender and age

Offence	Number 2002-07	% of total	% male	% aged 10-15 years
Motoring offences	18,272	21%	97%	23%
Theft & handling	14,973	17%	68%	59%
Violence against person	11,038	13%	73%	53%
Criminal damage	10,660	12%	86%	59%
Public order	8,759	10%	76%	39%
Vehicle theft	4,228	5%	92%	43%
Drugs offences	4,151	5%	87%	33%
Breach of statutory order	3,291	4%	87%	32%
Other	3,001	3%	83%	43%
Domestic burglary	2,440	3%	93%	57%
Non domestic burglary	2,185	3%	95%	58%
Breach of Bail	1,932	2%	84%	29%
Fraud & forgery	676	1%	66%	31%
Sexual offences	562	1%	96%	52%
Robbery	495	1%	90%	54%
Arson	486	1%	87%	69%
Racially aggravated offences	460	1%	75%	50%
Breach of conditional discharge	363	*	83%	30%
Death or injury by reckless driving	34	*	97%	47%
All	88,006	100%	83%	44%

Note: *: less than 0.5*

Table 2   Number of youth offences by offence type and year (Wales 2002-07)

| Offence	2002-03	2003-04	2004-05	2005-06	2006-07	% change 2002-2007
Theft & handling	3,120	3,054	2,973	3,144	2,682	-14%
Violence against person	1,983	2,167	2,017	2,206	2,665	+34%
Motoring offences	4,851	4,358	3,586	2,960	2,517	-48%
Criminal damage	2,015	2,005	1,961	2,280	2,399	+19%
Public order	1,648	1,715	1,734	1,815	1,847	+12%
Breach of statutory order	434	557	592	766	942	+117%
Vehicle theft	1,101	947	696	742	742	-33%
Drugs offences	970	1,029	807	800	545	-44%
Other	707	649	599	515	531	-25%
Domestic burglary	637	548	400	433	422	-34%
Non domestic burglary	481	495	400	411	398	-17%
Breach of bail	351	396	381	411	393	+12%
Racially aggravated offences	79	66	96	102	117	+48%
Robbery	89	125	91	75	115	+29%
Sexual offences	164	108	97	81	112	-32%
Arson	111	106	85	93	91	-18%
Breach of conditional discharge	66	64	54	94	85	+29%
Fraud & forgery	144	136	189	140	67	-53%
Death or injury by reckless driving	6	3	8	11	6	0%
Total	18,957	18,528	16,766	17,079	16,676	-12%

Figure 1   Final warnings given to young offenders in Wales 2002-07
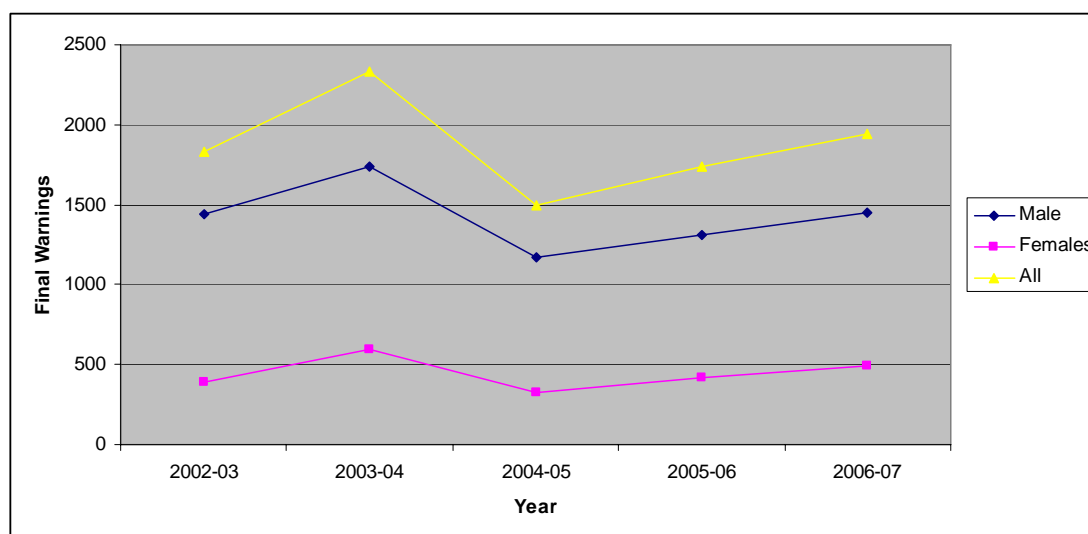
Table 3   Area profile of CSPs in Wales

	Population size (2001 Census)#	% aged under 20	Number of notifiable offences (2006-07)*	Notifiable offences as % of population
Blaenau Gwent	70,050	26.2%	6,382	9.1%
Bridgend	128,649	25.1%	8,896	6.9%
Caerphilly	169,536	26.6%	14,165	8.4%
Cardiff	305,347	26.7%	38,683	12.7%
Carmarthenshire	172,831	24.2%	10,056	5.8%
Ceredigion	74,958	23.4%	3,602	4.8%
Conwy	109,593	22.7%	9,222	8.4%
Denbighshire	93,049	24.2%	8,263	8.9%
Flintshire	148,563	25.4%	9,759	6.6%
Gwynedd	116,843	24.4%	8,567	7.3%
Merthyr Tydfil	55,984	26.8%	5,654	10.1%
Monmouthshire	84,875	24.6%	4,914	5.8%
Neath Port Talbot	134,467	24.5%	9,131	6.8%
Newport	136,994	27.5%	17,366	12.7%
Pembrokeshire	114,138	25.2%	7,287	6.4%
Powys	126,347	23.9%	6,196	4.9%
Rhondda Cynon Taf	231,937	26.0%	17,330	7.5%
Swansea	223,302	24.3%	18,992	8.5%
Torfaen	90,940	26.3%	7,368	8.1%
Vale of Glamorgan	119,304	26.6%	8,211	6.9%
Wrexham	128,482	24.8%	11,669	9.1%
Ynys Mon	66,824	24.1%	4,734	7.1%
Wales	2,903,013	25.3%	236,447	8.1%

#: Figures from 2001 Census are Crown Copyright.
*: These figures (from April 2006-March 2007) are based on key offences from the Home Office's recorded crime series, which covers all "notifiable offences" recorded by the police. This does not mean all criminal offences, as almost all of the more minor summary offences are excluded (even though the police may record them for their own investigations).

Appendix 2 - Description of analytical categories

The Safer Communities Fund was used to deliver more than 200 interventions each year. Given the considerable level of diversity in the types of initiative funded, it is necessary to organise them into a more manageable group of intervention types in order to describe them further.

Two classifications have been used in this evaluation[112]:

1. A classification of 19 broad groupings based on analysis of the SARA-based objective, problem and response fields in the database[113].

2. A classification based on how the SCF-funded interventions worked with young people[114].

Classification 1: SARA-based responses

The SARA-based objective, problem and response data fields have been grouped into 19 main types[115], based on both themes apparent in the data and on current policy priorities:

1. Anti-social behaviour
2. Burglary reduction
3. Business crime
4. Community cohesion and reassurance (eg: Neighbourhood Watch)
5. Crime reduction
6. Diversity issues and race/hate crimes
7. Domestic violence
8. Partnership working, support or development
9. Projects for ex-offenders (resettlement or rehabilitation)
10. Prolific/priority offenders
11. Restorative justice[116]
12. Substance misuse
13. Surveillance (eg: CCTV)
14. Vehicle crime (including vehicle arson)
15. Victim support (other than domestic violence).
16. Violent crime (other than domestic violence).
17. Youth crime (including initiatives in conjunction with YOTs)
18. Youth projects/youth safety[117]

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[112] Both classifications depend upon the relatively limited amounts of information available from the Funding Database - information that varies widely in terms of the level of detail and completeness across different areas.

[113] This has been completed for all interventions funded by the Safer Communities Fund and the other three large funds and so allows some comparison of how the different funding streams have been used.

[114] This builds on the classification used to describe the more detailed case-studies in Section 6.

[115] There is potential overlap between some of these categories – see the full evaluation report for more detailed discussion of the categorisation methods.

[116] Responses based around a restorative justice model of bringing victims, offenders and communities together to decide on a response to a particular crime.

[117] These are initiatives that are aimed at engaging with or working with young people to prevent or reduce the risk of offending. They have been separated from the youth crime group because they are aimed more widely at young people, including those who may not be offending.

19.Other[118]

Classification 2: how the projects worked with young people

A typology of SCF-funded interventions was developed, based on how the interventions work with young people[119] and this has also been used to structure the case-study work[120].

Table 0-1   Typology of how interventions works with young people

Classification	Description
Directed leisure-based activities (DL)	In organised settings such as youth clubs, organised sports tournaments, outward bounds activities.
Self-directed leisure-based activities (SDL)	Outreach work with street populations.
Family-based activities (FAM)	With their parents, guardians, siblings and their own children.
School-based activities (SCH)	Educational issues such as sexual health, substance misuse, and support for those at risk of exclusion or truancy.
Youth Justice-based activities (YJ)	Work with young people known to the youth justice system.
Other (OTH)	Other types of intervention that do not fit clearly into the other classifications.
Not known (NK)	Interventions where there is not enough information in the database to know how they work with young people.

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[118] This includes more administrative funding such as staff training. It also includes a small group where it was not possible to ascertain from the database information what type of response was being proposed.

[119] The original aim was to classify all SCF-funded interventions in this way, but this was problematic as the data available in the Funding Project database often did not provide the level of detail needed to achieve this. Where possible, the classification has been attempted although this has involved making interpretations and judgments based on limited amounts of information.

[120] Two new codes have been added to the five used to describe the case-studies in order to classify all SCF-funded projects – an "other" group and a group for which it has not been possible to classify because of the limited information available. Some interventions may arguably cover more than one classification type but in this section, only one classification grouping has been chosen based on the main descriptions given in the database.