

Research Report 30

Neighbourhood Management and Services
for Young People: A Theme Report from
the Pathfinder Programme National Evaluation



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- Cambridge Economic Associates
- Cities Research Centre, University of West of England, Bristol
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- Local Government Centre, Warwick Business School, University of Warwick
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1. Introduction

This report presents the findings from three case studies conducted in Round 1 Neighbourhood Management Pathfinder areas in the autumn of 2005 and also draws on the 2005 annual review of all 35 Round 1 and Round 2 Pathfinders. It is one of a number of reports prepared by the National Evaluation team that draws on our 2005 research.

The aim of the report is to explore in more detail how Pathfinders have worked with and influenced services for young people, particularly those aged 11-19. Pathfinders have sought to engage with several mainstream services aimed at young people in order to improve the services delivered to, and the opportunities for, young people within their areas. This report seeks to investigate how this is happening in practice, looking at which service providers have been engaged and the extent to which they have responded to Pathfinder activities.

Each of the case studies involved reviews of documents and data and a series of interviews with people involved in those activities and projects. We would like to thank the participating Pathfinders and their partners for their co-operation in helping us to undertake this work. We would also like to record our appreciation to the authors of the cases studies for bringing the evidence together.

- **Case Study 1 – Multi-Agency Team;** Gospel Oak, London Borough of Camden; (Prepared by Scott Dickinson, SQW)
- **Case Study 2 – Community Sports Coach;** Eastwood & Springwell Gardens, Rotherham; (Prepared by Steve Stevens, CEA)
- **Case Study 3 – Youth Participation Project;** Kendray, Barnsley. (Prepared by Richard Hindle, SQW)

2. Policy briefing

Young people and the support given to them has become an increasingly important issue for the Government, as emphasised in the recent Green Paper *Youth Matters* (July 2005). The Green Paper is based on the broad vision “to see services integrated around young people’s needs”. The vision recognises that whilst parents are often the strongest influence in young people’s lives, the role played by publicly funded services is also very important. The Green Paper proposes a number of changes to the way that services are planned and delivered and could represent a significant shift in approach, although the process is still at an early stage.

The Green Paper seeks to strike the balance between the need to expand opportunities for all young people whilst specifically tackling those most at risk, particularly those involved in anti-social behaviour and crime. It acknowledges that whilst there is much that is good about young people’s services, there is still significant room for improvement. The Green Paper seeks to address key challenges around the engagement and involvement of young people and the provision of information and support for them.

The Green Paper aims to:

- make services more responsive;
- provide greater opportunities and support;
- make services more integrated, efficient and effective;
- narrow the gap between the best and worst performers;
- engage a wide range of organisations; and
- build on current provision.

In order to deliver its vision, the Paper proposes new arrangements for local authorities, with a single body responsible for youth policy and the *Every Child Matters* outcomes in each Local Authority area. The intention is that more integrated planning and commissioning of services will ultimately lead to an integrated support service focused on and structured around young people’s needs. This change in structure will be further supported by merging of funding, through the Local Area Agreement process, and the development of a single revised system for performance management.

3. Neighbourhood management activities

The challenge

'Young people' emerged as a key concern for many Pathfinders early in the Pathfinder Programme. The concern has two main aspects, although the nature of the challenge varies between areas:

- In many areas, there is a problem with the scope and quality of services available to serve the needs of young people, meaning that they miss opportunities or that services do not meet their needs well. Young people are affected by many of the key issues that are common to deprived areas – low levels of educational attainment, high levels of crime and anti-social behaviour, poor job prospects and health issues (including teenage pregnancy);
- In many areas, a perception has developed in parts of the community that 'young people are a problem', usually based on perceptions of their involvement in crime and anti-social behaviour. Sometimes this can be an inaccurate perception, but sometimes it is a reflection of a genuine problem.

The National Evaluation's household surveys in 2003 (Round 1) and 2004 (Round 2) showed that young people were clearly an issue of concern for many local residents. The surveys found that:

- 64% (Round 1) and 61% (Round 2) of residents in Pathfinder areas felt that "teenagers hanging around on the streets" were a problem, with 38% and 31%, respectively, seeing them as "a serious problem in this area";
- 61% (Round 1) and 41% (Round 2) of residents were dissatisfied with the way that this problem is being dealt with at present;
- 55% (Round 1 and 2) were dissatisfied with the quality of facilities for teenagers in their areas;
- 27% of Round 1 and 30% of Round 2 residents cited the need for better facilities for young people as a key need for improvement within their neighbourhood – one of the most frequently cited priorities for improvement.

The recent 2006 Round 1 survey update showed some reduction in dissatisfaction around teenagers 'as a problem' for their neighbourhood, suggesting that perceptions of young people as a source of anti-social behaviour/crime has improved somewhat 2003-2006, although it remains high and the survey confirms that the challenges remain for Round 1 areas.

Understanding the needs of, and sometimes the challenges posed by, young people is particularly important for some deprived areas where they account for a significant proportion of the population. For example, in Gospel Oak in Camden under-19s account for around one-third of the neighbourhood population which is 12.5% higher than the Camden average and 8.7% higher than the national average.

The challenge is complicated by the fact that the needs of young people (and the challenges they sometimes pose) are addressed by a wide range of organisations – including schools, Connexions, youth services, colleges, the health service, the police and social services.

Pathfinder activities

A number of Pathfinders have sought to address these challenges and as a result have developed a specific focus on working with young people. Approximately half of both Round 1 and 2 Pathfinders view young people as a strategic priority and a key focus for activity, and just under half¹ employ a worker or officer to specifically lead or co-ordinate work with young people.

The most typical sorts of activities that Pathfinders have engaged in have included:

- **Co-ordinating existing local youth services** and opportunities to seek to improve their focus, sometimes based on work done researching/mapping local needs;
- **Providing additional youth services**, or improving youth facilities or providing new opportunities for young people to engage in sports or other activities using their own resources;
- **Working to join up different mainstream service providers** who deliver services in relation to young people, to improve the scope, co-ordination and quality of those services; and
- **Working with young people directly** to involve them in decision-making about local youth services, or the work of the Pathfinder or another local issue.

In undertaking these activities, Pathfinders across the Programme have worked with a wide range of different mainstream service providers including Local Authority Youth Service, Connexions, secondary schools, the Police, Drug Action Teams, social services, the PCT, as well as frequently working with voluntary groups providing youth clubs or other services.

Figure 1 provides some examples of the first two types of activities, in **providing or co-ordinating youth services or additional opportunities for young people**. The Eastwood and Springwell Gardens case study (in the Annex) also provides a detailed example of a project that sought to engage young people through sport with the aim of assisting them to become involved in coaching activities which could in turn lead to professional qualification and employment.

¹ Finding from NRU Youth Engagement Project 2005 Survey.

Figure 1: Examples of Pathfinder activities in working with young people

Youth Co-ordinator

Blacon, Chester

The Youth Co-ordinator has helped the Pathfinder to have a more coherent strategy for young people in a number of ways including: mapping all those working with 0-25s; making links between schools and youth services; and giving greater access to front line youth workers.

Youth Workers

Interlock!, Basildon

Youth workers from Essex County Council and Basildon District Council work in the neighbourhood and undertake outreach work in the area, run a number of projects, and work closely with the police and secondary schools to share information and link young people to services where appropriate.

Improving Youth Facilities

Knutton & Cross Heath, Newcastle-under-Lyme

The Pathfinder has paid for the improvements to a number of facilities for young people including a new all-weather playing pitch and improvements to other play areas in the neighbourhood.

Sports Initiatives

Kirkby in Ashfield, Nottinghamshire

The Pathfinder has been facilitating and funding a range of different sporting activities for young people and as a result has been successful in helping Kirkby College achieve Sports College status.

Radio Kidz

Springbourne and Boscombe West, Bournemouth

A Community radio project was funded and run to train 22 young people to run the radio station for 28 days in August/September 2004. The project has now worked successfully with around 40 young people training them to research, produce and host a local radio station. The project has also resulted in some work placements for the young people.

Figure 2 exemplifies the third main type of activity – **working to join up mainstream services** that address needs in relation to young people. The Gospel Oak case study (in the Annex) provides a more detailed example of this also – showing how the Gospel Oak Multi-Agency Team (GOMAT) incorporated a wider services team with representatives from youth services and Connexions, community safety, leisure services, child and adolescent mental health, Sure Start, the youth offending team and housing. This team met on a fortnightly basis to exchange views and enable joint-planning to identify and meet local needs, to identify children and young people most in need of additional support, to develop a common approach to referral and assessments, and to refer specific individuals and issues to particular services.

Figure 2: Examples of multi-agency working to improve mainstream services for young people

Anti-Social Behaviour Multi Agency Team (MAT)

Greater Hollington, Hastings

The MAT was set up in 2003 to address the major community priority of anti-social behaviour. All key service providers are represented on the team (Youth Development Service, Police, Registered Social Landlords, Family Support Team, the Anti-Social Behaviour Unit and the Pathfinder) which meets regularly to share information, identify concerns, allocate ownership of problems and formulate actions in response.

NEET (Not in Education, Employment and Training) Case Conferencing Forum

Staveley, Chesterfield

A number of key agencies (Youth Service, Connexions, Housing Services, Drugs Service, Local Education Authority, Social Work and the Police) meet together to share information on young people who are not engaged in learning or employment and to identify the appropriate support for each individual.

One Stop Shop

Poulton, Lancaster

The development of a youth and community service shop in the Pathfinder neighbourhood which brings together a number of youth-related services under one roof including: youth and community services, a drug support project, the Youth Offending Team, Connexions and a Sexual Health Clinic. As well as improving access to the services the shop offers the scope for additional information sharing, integrating service provision, synchronising and extending working hours and more effective delivery.

Sex and Respect in Blacon

Blacon, Chester

Joint working between the PCT, Youth Services, local schools and pharmacists to provide sex and relationship education and emergency contraception provision through local pharmacies and a Contraception and Sexual Health Service in Blacon Clinic.

Finally, Pathfinders have also sought to **engage young people** in consultation or decision-making processes, both within Pathfinder structures themselves but also in relation to other services or projects. This type of engagement has been seen as a process that provides young people with an opportunity to voice their concerns and identify their priorities as well as providing a means to contribute to their development as active citizens. Currently, half of the Pathfinders, recently surveyed by the NRU Youth Engagement Project, operate a young person's forum.

Figure 3 provides a number of examples of youth engagement from across the programme. The Kendray case study (in the Annex) provides a more detailed example of a project that engaged young people in the design of the play and activities area at the centre of Kendray which would subsequently build their confidence and lead to a widening of their involvement into other activities.

Figure 3: Examples of engaging young people

Youth Forum

Parkfield/Mill Lane, Stockton

Development of a forum consisting of 12-15 young people, mainly female but with two young men from the BME community, that meets once a month and provides a channel for young people to have some influence on the activities in the area. The forum provides members with training and coaching in confidence building, enables them to run the Neighbourhood Management supported 'Youth Fund', provides opportunities to make presentations to residents' groups and other sub-groups and to develop publicity material on summer activities.

Young Person's Agenda

East Blackburn, Blackburn with Darwen

A key concern of the Pathfinder is that young people should be able to influence service provision themselves and develop their own agenda for action. In order to achieve this the Pathfinder is appointing a full time worker and part time youth worker, joint funded by the Pathfinders, SRB and the youth service, to build links and develop young people so that they can manage their own activities. The project also pays for 'Speak Out'- events that involved creative arts and drama to help young people express their needs and demands to the adult population.

Youth Forum

Knutton and Cross Heath, Newcastle-under-Lyme

A Youth Forum was established in 2004, supported by the Pathfinder Community Development Team and the Youth Service. The forum has already impacted through presentations to the Pathfinder board and the Borough Council setting out young people's priorities for the area.

Young People's Delivery Plan

Greater Hollington, Hastings

As a measure of its commitment to improving opportunities for young people the Partnership produced a special Young People's Delivery Plan following a number of consultations and focus groups, with pool of 60 young people. The plan is to develop this work through a Youth Forum, which will be represented by two young people on the Partnership Board.

TROY Youth Club

Interlock!, Basildon

By engaging young people, and reflecting their views, in the creation of the Youth Club a number of young people have now been involved in a wide range of activities in the neighbourhood – including cleaning graffiti!

Defending Da Hood

Team Leyton, Waltham Forest

An innovative programme devised and implemented by a range of partners in the local area to engage with 'hard to reach' young people. The project holds a number of major consultation events, throughout the year, on subject matters which directly impact on the local youth.

Engagement with service providers

As our programme-wide research² showed, Pathfinders have been successful at engaging a wide range of mainstream service providers, although not all to the same degree or consistently across the country. Schools, PCTs and the Police have been consistently engaged by most Pathfinders, and are key service providers in relation to young people.

Engagement from local authority youth services has been less consistent but still relatively good in many areas. Engagement with Connexions has been much more

² NRU Research Report 23: Neighbourhood Management at the Turning Point? (2006)

variable with a handful of areas having strong engagement, but most areas have much less contact.

Improved services?

Working with, and benefiting, young people has been a high priority for many Pathfinders and there has been a significant amount of activity in consequence, including many funded projects.

Whilst there have been many good projects delivered, including some innovative work, the impact upon the behaviour and pattern of mainstream services has been rather more limited.

The main type of impact has been to improve the *co-ordination of services* in some areas – either the co-ordination of different organisations delivering youth services, or multi-agency working to better meet the needs of young people or tackle problems.

The other most common improvement has been to secure an increased focus on the Pathfinder area from the local youth services where they have been well engaged, and occasionally from other services, usually to improve *accessibility* of those services for local young people. Figure 4 provides some specific examples of Pathfinders who have worked with local service providers to improve the focus and quality of those services in the Pathfinder area.

Figure 4: Examples of changes to mainstream youth-related services

Youth Work Manager

Hattersley, Tameside

Tameside MBC's Locality Youth Work Manager has been located in the Pathfinder's Community Development Team. The Pathfinder is contributing £15,000 towards the post for one year, after which Tameside MBC will fully fund the post.

Youth Participation Worker

Stanley Green, Derwentside

The post is jointly funded by the Pathfinder and Durham County Council with the aim of joining up existing youth clubs and services in the area.

Youth Inclusion Support Panel (YISP)

Great Lever, Bolton

The YISP is designed to reduce the number of children and young people who become involved, or are at risk of becoming involved, in crime or anti social behaviour. The project is co-ordinated by a YISP manager who is supported by two other workers, all three of whom are seconded from and funded by the Youth Offending Team.

Connexions Worker

Staveley, Chesterfield

A full-time additional Connexions worker is now working with young people in the two secondary schools in Staveley. The worker also works closely with Youth workers, Positive Futures and Job Centre Plus. Their focus has been on providing advice and support to young people about education and employment. The worker set up a support group called 'Little Angels' for teenage parents which has had some successes in getting young people back into work. The Pathfinder provided phased/tapered funding and Connexions have agreed to mainstream the project over the next two years.

However, despite some genuine improvements in some areas, the overall impact upon mainstream services to benefit young people (aged 11-19) specifically has been limited and not consistent across the programme. Our programme-wide research in late 2005 showed that the actual number of instances where local authority youth services or Connexions have changed their services is particularly limited in comparison with other service providers, especially given the amount of focus and activity from Pathfinders. Neither service appears to have been particularly responsive.

In the case of local authority youth services, there has been a nationally consistent picture of a lack of flexibility or willingness to consider alternative approaches, often also reflecting a reluctance to devote dedicated personnel to particular neighbourhoods. Whilst there is a legitimate discussion to have over how such services should be structured, the lack of resources available has been a key issue in many discussions in Pathfinder areas in relation to the level and quality of services. Despite some innovative work by Pathfinders, often through their own funded projects, it is also not obvious how much of these new working practices will be picked up by, or adopted by, local mainstream services. This includes some of the interesting work on youth engagement where good practice may well be lost over the long term.

4. Lessons and implications

Having looked at the experience in working with young people of all 35 Pathfinders as well as the three in-depth case studies, a number of key lessons and implications can be identified:

- effective work with young people usually requires a joined up, multi-agency approach – an approach which neighbourhood managers are able to play a key ‘brokerage’ role;
- whilst focusing time, effort and resources on developing and delivering good projects or piloting new approaches to youth work can deliver short-term benefits, it is the capacity and willingness of the mainstream agencies to adopt these practices which largely determines the long-term legacy of such work. This therefore needs to be a key focus of attention for Neighbourhood Managers, from an early stage;
- our research highlights particular challenges with local authority youth services and Connexions in securing changes and improvements to their services to benefit deprived areas. We recommend that the national bodies responsible for reviewing the performance and shape of both youth services and Connexions consider the good practice and lessons arising from the Pathfinder Programme, with a view to improving the capacity of those services to deliver more effectively in deprived areas; and
- our research describes a growing number of interesting examples where young people are being consulted and involved in decisions about local projects and services, and in different ways. Further research should be done to define the benefits that this might bring to participants and service providers.

Annex

Case Studies

Case Study 1

Multi-disciplinary team

Gospel Oak

London Borough of Camden

Summary

The Gospel Oak Multi-Agency Team (GOMAT) was established in 2003 with the aim of improving the co-ordination of early intervention and support for children and young people, families and schools. The GOMAT included key agencies in education, health, social services and voluntary organisations providing services to 12 schools: one secondary school, seven primary schools, two special schools, one pupil referral unit and one nursery centre. The GOMAT developed a common language among the professions and a shared approach to handling cases. The case study provides a number of lessons, projects:

- Need a good evidence base that enables partners to understand the problem that has to be tackled and also identifies the management issues that will have to be addressed as part of the change process
- Require a champion in a senior management position to promote the project within the lead body and with other partners
- Linked to wider policy changes, such as children's services, are likely to have more leverage to affect the mainstream service providers, than those that are not currently seen as a priority for change
- Should have good monitoring and evaluation arrangements so that the project's lessons can be learned for the immediate area and for wider application and can be communicated to decision-makers
- Should identify not just 'quick wins' but 'demonstration projects' that persuade local sceptics of the benefits of changes that promote multi-agency, neighbourhood-based working

(1) Aims, Objectives & Rationale

The Gospel Oak Multi-Agency Team (GOMAT) was established in 2003 with the aim of improving the co-ordination of early intervention and support for children and young people, families and schools. This was, in part, a response to the fact that in 2003, none of schools in the area met OfSTED's attendance targets (95 per cent for primary schools and 92 per cent for secondary schools). The team was also set up to deliver better value for money by improving the co-ordination of public services to individuals, schools and communities.

The GOMAT included key agencies and professions from education, health, social services and voluntary organisations providing services to 12 schools in the area: one secondary school, seven primary schools, two special schools, one pupil referral unit and one nursery centre. In order to carry out its activities, the project received funding over two financial years 2003-04 and 2004-05.

The logic underpinning the GOMAT's work was to get the local secondary school to play an active role as part of the local community, to allow the community to influence the provision of services at the school and to build a sense of community between the primary and secondary schools in the area. In order to achieve this goal, the GOMAT had to develop its own ways of working, including the development of a common language among the professions and a shared approach to handling cases. This involved a period of internal development, a key part of which was ensuring that there were resources dedicated to working in the area.

(2) The Neighbourhood

The Pathfinder

The Pathfinder, known as the *GO Partnership*, began life in 2002. It has a board of 27, including three ward councillors, four community representatives, and one representative from each of three particular 'communities of interest', namely, older people, young people and the BME communities. Statutory providers and representatives from local community centres are also on the Board.

The delivery plan addresses the following five themes and aims:

- **Children and Young People**

To give children and young people a voice in the GO area, and ensure that they are heard when developing services and opportunities;

- **Housing & Environment**

Work to ensure that the community is proud of where they live, and that standards across the GO area improve;

- **Employment and Training**

Ensure that all people in the GO area have access to getting a job or the right training to get them into work;

- **Community Safety**

Work to make sure that all people who live in or visit the GO area feel safe and are not victims of crime whilst in their neighbourhood;

- **Health**

Help people understand how to improve their own health, and help them understand their relationship with health providers better; and

Community development and involvement underpins everything we do. Making sure people are involved is the key to making this programme work and continues long after we have left.

The 2005/06 Delivery Plan re-affirms these priorities and states their likely relevance for the duration of the programme.

In 2004-05, the overall spend on the programme was just under £1m, of which nearly 35 per cent was pathfinder resources. The Children and Young People theme accounted for approximately 38 per cent of the spending in 2004-05. The other initiatives in the Children and Young People theme include:

- A youth forum, called *Red Hot and Green*;
- A *Peer Researchers Project* that trains and then pays young people to research the needs and views of their peers;
- The *GOPLAY practitioners' network* which links the statutory play sector to engage with voluntary and youth sectors in order to improve relationships, information sharing, and learning and development opportunities;
- The *Choices for Change Project*, which targets young men with a history of causing problems for other residents in the area and seeks to offer them concentrated support to channel their energies in socially useful ways;
- A reinvigorated *Youth Inclusion and Support Panel*;
- A *Youth Employment Service*.

The area

Gospel Oak is in the North London Borough of Camden. It consists in a number of neighbourhoods (Castlehaven, Gospel Oak, Maitland Park and South End Green), rather than forming a single cohesive whole. It is one of 10 priority neighbourhoods identified by the LB Camden, and as such forms part of a wider network of neighbourhood partnerships, each with different problems and levels of resources, but with a common aim of improving mainstream public services for their residents.

Between 2002 and 2004, the area's population rose by over 4,000, to 19,600. The number of households rose by over 1,500, to 8,316. The average household size is 2.26 people (higher than the Camden average of 2.06, but lower than the national average of 2.4). Nearly 25 per cent of the area's population is from BME communities (7 per cent Indian, 6.9 per cent born in Ireland and 6.4 per cent Afro-Caribbean).

There are 8,481 dwellings in the area, 54 percent are council rented (down from 70 per cent in 2001). Twenty-four per cent of properties are owner-occupied; 14 per cent are in the private rented sector and eight per cent are Housing Association properties.

The unemployment rate is 8.4 per cent, nearly two percentage points above the Camden average of 6.6 per cent and nearly five percentage points higher than the national average of 3.6 per cent. Unemployment among 16 to 19 year-olds is 10.9 per cent; more than double the national average and 3.4 percentage points higher than the Camden average.

There are nearly 4,000 children aged 0 to 14 years of age and just over 5,000 young people aged between 15 and 29 years. Under-19s account for around one-third of the population, which is 12.5 percentage points above the Camden average and 8.7 percentage points higher than the national average.

The area has 12 schools: one secondary school, seven primary schools, two special schools, one pupil referral unit and one nursery centre.

The area faces some particular challenges in terms of engaging young people and offering them opportunities in both mainstream education and the mainstream labour market. Only 46 per cent of students stay on at their own school, a rate that is 16 percentage points below the Camden average.

(3) The Process

Key Players and Structures

The formation of the GOMAT had at least two drivers:

- The specific issues to be addressed in the area, such as attendance;
- Changes in national policy and local delivery of children's services, in particular the Every Child Matters agenda.

In addition to these drivers there was some local history that provided conditions that helped the pilot; for example, the LB Camden had already developed projects on joint assessments of children's needs and information sharing for case management, which needed an outlet. These larger plans were put on hold as the pilot unfolded in order to take account of national policy changes, but the groundwork that they laid set the scene for the Pilot.

The momentum to integrate education, care, health and leisure services was, therefore, clearly building nationally and locally, which meant there was a willingness in the LB Camden to pilot new ways of working, such as neighbourhood approaches, in order to learn about 'what works'. In the first instance this drive was from the Local Education Authority. During the life of the pilot, however, the LB Camden re-structured the authority forming a Children & Families Directorate in the process. This covers education and child social care.

At the local level, the Head of the secondary school was (and is) a key player in the process – both working with the team to open up teaching staff's views of what is available and opening the school up to wider uses.

The Pathfinder's objectives under the Children & Young People theme are to:

- “Improve joint working between key agencies to provide seamless multi-agency coordinated support and early intervention for children and young people, schools and families;
- Enhance opportunities for children and young people to spend their free time in constructive activity and engage young people in issues which affect them in the GO community;
- Improve services that support pupil behaviour and tackle truancy and crime;
- Raise community awareness and use of Full Service Extended school facilities at Haverstock School (the local secondary school)”.

The Pathfinder also provided additional funds to kick start activity and cover the pilot work.

The GOMAT was overseen by a steering group chaired jointly by the Head of the Secondary School and the Assistant Director of Children, Schools & Families. Membership included key agencies and representatives of parents/carers and young people. It met once a term to monitor performance and provide guidance to the Team.

Activities

In order to ‘ground’ the work in evidence-based practice, the GOMAT produced a literature review that looked at:

- Structures;
- Styles of working;
- Management issues;
- Logistics and practical issues;
- Change management;
- Resources.

From 2004 to mid 2005, the Gospel Oak Multi-Agency Team (GOMAT) had seven *core* members:

- A project co-ordinator (3 days a week);
- A project manager (1 day a week);

- A team manager (2.5 days a week);
- A Senior Parent-Community Liaison Office (full-time);
- A Finance/Administrative Officer (full-time);
- An Assistant Clinical Psychologist (full-time);
- A Parent-Community Liaison Officer.

The Project Co-ordinator has led the work and is taking the work forward now that Pathfinder funding has ended. The project Co-ordinator is part of LB Camden's staff and had previously been working on a joint assessment framework. He reported to the project manager, who in turn reported to an Assistant Director of Education, who championed the project within the authority and with other providers.

Once accommodation and some operational problems had been sorted out, the team worked out of a shared site in the Secondary School.

In addition to the core team, mainstream providers from social services, education psychology and education welfare aligned mainstream provision with the team with social services co-locating a member of staff for 0.6 of the working week.

A '*wider services team*' included representatives from:

- Youth and Connexions;
- Community Safety;
- GOPLAY and PLAY Leisure Services;
- Child and Adolescent Mental Health Services;
- Sure Start;
- Youth Offending Team;
- Housing.

The wider group met (and meets) on a fortnightly basis. The meetings provide:

- A forum to exchange views and enable joint-planning on approaches to identifying and meeting local needs and support, including the space to discuss around 2-3 cases per meeting (around 15 cases in total during the 2004-05 academic year);
- The chance to identify children and young people in need of additional support;
- A common approach to referral and assessment that enables an holistic view of the strengths and needs of families;
- The opportunity to refer individuals and issues to appropriate services.

In addition to the multi-agency meetings and the co-location of the core team at a local school, the GOMAT operated a series of small scale projects that helped to build the system for multi-agency working. The work programme was structured around three themes:

- Families, Children and Young people;
- Schools;
- Statutory and Voluntary Services.

The work around *Families, Children and Young People* included:

- Family Support – such as joint home visits and liaison work by members of the GOMAT;
- Transitions – which involved members of GOMAT linking up with those working on Sure Start and Early Years, in order to ensure ‘seamless’ transitions from nursery to primary school;
- ‘Time to Talk’ – run in conjunction with the Tavistock Centre, as part of the Secondary School’s extended schools programme, these sessions were run in the evenings to give parents the opportunity to hear professional speakers talking about well-being (the sessions averaged 10 parents an evening);
- Parent school ‘coffee forums’ – 19 in the first six months of 2005, attended by between 10 and 26 parents;
- Joint work with the Youth Intervention and Support Panel, including joint home visits by the Senior Parent & Community Officer and the Community Safety Officer.

The work for *Schools* covered a range of issues, such as:

- An audit of services to schools;
- A forum for Family Support Workers to share good practice;
- A brochure outlining what the GOMAT could provide to schools;
- A multi-agency training programme to run in schools in order to generate discussion about the roles of different professions in school;
- School-based initiatives to meet local concerns, such as referrals and how to work with different language communities, e.g., by establishing workshops for members of the Turkish, Somali and Bengali speaking communities with around 20 attending each session.

The work around *Statutory and Voluntary Services*, among other things, covers:

- Fortnightly practitioners and strategy group meetings, which consists in a two-hour meeting with feedback from the different agencies and case-based discussions;

- A Literature Review which provided the evidence base for much of the work;
- A BME Service Audit, involving meetings with local community centres and groups;
- Implementation of the local approach to information sharing between agencies using a common system;
- Training for different professions (25 members of staff from different agencies to date) on problem solving in a multi-agency, multi-profession environment.

Where financial support was required to enable an activity to take place, the GOMAT required an appraisal form to be completed. Proposals had to identify the target group, sources of funding, and whether the activities were carrying out one of the following activities:

- Facilitating joint working between agencies;
- Promoting positive links between families, schools and community services;
- Engaging families with active projects and forging social connections within the community;
- Providing opportunities for children and young people to engage in constructive activity in their free time;
- Improve services supporting pupil behaviour, tackling truancy and crime;
- Supporting the development of Full Service School provision.

The proposals also had to set out the likely outputs, along with a statement of what would be required to keep the activity going once funding ran out, and explain how the project would be evaluated.

Monitoring and evaluation

The project has been monitored as part of the quarterly monitoring and reporting undertaken by the Pathfinder. It has also been the subject of an in-house interim evaluation (produced in 2004) and a final evaluation produced August 2005.

The 'hard' data on school attendance is automatically collected in schools and, therefore, the key data is readily available to stakeholders. Data was also collected on the hours spent on each of the tasks, e.g., how long it took to do the literature review, the audit of services, and the provision of family support. This 'activity data' was also cross-referenced against the 'beneficiary groups', i.e., young people and families, professionals, and services and schools. This data showed that many activities impacted on more than one group with over 80 per cent of activities benefiting services and Schools, and Young People and Families, respectively, and 50 per cent of services benefiting Professionals, in one way or another.

The 'soft' data, e.g., around changes in the ways of working, has been collected via self-reporting and self-evaluation from professionals experienced in observing and managing behaviour. Furthermore, the learning points from specific cases/interventions are captured via de-briefing sessions at the end of each intervention.

The soft data on the impact that the work has had on service users has been collected throughout the project and analysed as part of the internal evaluation. This data was collected through post-event/seminar questionnaires and interviews with those who took part.

What happened when the money ran out?

Pathfinder funding for the Pilot Project ended in April 2005. The pilot itself ended in July 2005. The LB Camden is likely to roll out the approach borough-wide, as part of its re-organisation of Children's Services, subject to final approval in the winter of 2005. In relation to the Gospel Oak Project itself, the Team Manager left in the run up to the end of the funding; other members of the team have remained, with the Co-ordinator carrying out the Manager's functions until the approach becomes self-sustaining, with the schools taking the facilitating role.

Key Issues

A number of factors helped 'delivery' of the project and the likelihood of subsequent 'mainstreaming':

- Support from senior management, in particular in the local education authority;
- An identified need in families and schools;
- Pressure to obtain better value for money from the services operating in the area;
- The availability of pump-priming funding to set up the team and allow it to deliver projects that demonstrated the value of different ways of working between professionals and between professionals and children and families;
- Preparatory work on joint assessments and information sharing that could be used to improve the work in the area;
- An evidence-based approach to activity that identified the need for time to be taken to enable professionals to understand each others' perspectives and to develop effective ways of working together;
- A keen eye to the importance of monitoring and evaluation both for project management purposes and in order to gather evidence that will support mainstreaming in future;
- Effective linkage of the pilot to changes in national policy, in particular the Every Child Matters agenda and the need for more joined-up service provision;
- Relevance to council re-structuring, both in terms of neighbourhoods and children and families.

A number of factors hindered 'delivery' and the possibility of 'mainstreaming':

- Co-location was an important part of the pilot, however, the provision of adequate accommodation was a constant problem: the members of the team were only located together at one of the primary schools in May 2004. In July 2004 the office was closed for renovation and the team was relocated. The team returned to its original base in September 2005, only to be relocated to the secondary school a month later. This inevitably caused unnecessary disruption to the delivery of an innovative approach to integrating services;
- The original intention to link the work to a wider initiative on information, referral and tracking was lost when the larger project was put on hold, while a broader response to the Every Child Matters agenda was considered – this caused disruption to the staff concerned;
- Recruit and retention of staff delayed and disrupted the project – a manager and co-ordinator were appointed in October 2003, an administrator was not in post until April 2004, by which time the co-ordinated had been replaced. It was only in July 2004 that the Social Worker and the Assistant Psychologist were appointed, with the Parent and Community Support Officer completing the team in December 2005, only to see the Manager leave in June with the pilot coming to a close;
- The difference between academic and financial years also caused project management problems, e.g., around the timings for budgets. This again caused avoidable problems that took time to solve;
- Some services found area-based working particularly difficult. In operational terms they were reluctant to lose the freedom to move staff around across a wide area, rather than 'ear mark' a portion of their time to work with colleagues in a particular 'patch';
- As with other pilots and neighbourhood-based working, the 'new' element was added on to existing jobs, therefore, increasing the workload and/or pressure on the staff involved. Time allocation became an issue for managers and staff alike.

(4) Evidence of Results

The project demonstrates the ability to affect mainstream services in a number of ways.

Policies

The pilot produced draft policies and procedures for use in other neighbourhoods that may adopt the approach. These include:

- The make up of the steering group, its role and frequency of meetings;
- Role descriptions for the team;
- Minimum requirements for the neighbourhood team to operate, e.g., IT and accommodation;

- Time allocation procedures;
- Objectives and approaches to multi-agency working;
- Information sharing and confidentiality agreements;
- Needs assessments at three levels:
 - Community
 - School
 - Individual child/family
- Consultations with partners;
- Referrals processes;
- Follow-up meetings;
- Monitoring and evaluation.

This work enables partners to identify all the areas of policies and procedures affected by the neighbourhood approach to delivering interventions and then provides model policies and procedures to help address them; thereby making it easier to understand and adopt the new approach.

Resources

The Pilot Project did not set out to bring additional resources into the area. It set out to use existing resources more effectively. In practice, the neighbourhood approach has ring-fenced some resources and activity to the area that it may not have otherwise got. However, this could change, as in some cases it appears individuals may be providing extra time through extending their working day rather than organisations re-allocating time in favour of the area.

Services

The Pilot was all about joining-up mainstream services to improve the users' experience. The fortnightly meetings have proved a practical way of joining-up services and approaches, and its impact has been embedded with joint visits and joint approaches to cases.

Access to services

The project has also gone some considerable distance in improving:

- Professionals' awareness of what is available to them, children and families;
- Families' and carers' understanding of what is available to them;
- Service providers' understanding of community needs in the round.

This has improved access to services as well as enabling the joining-up of services. Furthermore, the monitoring and evaluation undertaken by the project captures the improvement in a straightforward way, by asking parents/carers whether they understood the system better as a result of attending an event/meeting etc.

Sustainability

The project demonstrates the capacity to sustain itself, its impact on services and its impact on the community as part of an authority-wide approach to joining-up services to schools, communities and children and families/carers. It does this:

- as the GO area and its Board are seen to be at the forefront of the neighbourhood approach, which is increasingly important to the LB Camden;
- LB Camden's approach to children's services builds on the pilot's work across the authority;
- the structures engaging professionals – with the support and leadership of heads in the area's schools – are in place;
- community engagement on the steering group and in the development of services in schools is becoming part of the normal way of doing business.

Community involvement

The Pathfinder has promoted community involvement in decision-making through a range of routes, including the youth forum, which is represented on the Board. For this project family/carer and young people's interests are represented on the steering group, which looks at performance as part of its remit.

Impact on the neighbourhood

In such a relatively short space of time, it is unlikely that outcomes will have changed significantly as a result of the GOMAT. Furthermore, while the focus of this report has been on one project, outcomes in the area are likely to be affected by a range of related projects and activities. However, between 2003 and 2004, attendance in all the area's schools improved by between 0.5 per cent and 3.9 per cent. Two of the area's 12 schools exceeded their OfSTED target.

(5) Conclusions

After some initial set backs, linked mainly to logistics and recruitment and retention, the project achieved what it set out to do both for the Pathfinder Area and in terms of the learning that can be applied across the authority.

In less than two years it established a core team located on a school site serving the Pathfinder Area. This team contained different professions and linked to other service providers and a wider network of professionals who were providing services to the community, schools and families and young people in the area.

The team provided training to the wider network in order to build the local capacity to act in a multi-agency environment. It also provided the space for professionals to learn from each other and undertake joint problem-solving and joint delivery of services to the community, schools and young people and their families.

The Pilot supported demonstration activity, in particular to engage parents and those from different language communities, so that services could learn about the needs of the different groups and the groups could learn about the services that were available.

The project was well researched, so it was tackling the right issues for the community and for the professionals. It had the support of key senior managers within the local authority. The project was at the forefront of developing local understanding of how to respond to neighbourhood-based working and joined-up delivery of children's services, both areas of priority for central government and the local authority. Finally, the project took monitoring and evaluation seriously, thereby collection the evidence for what had and hadn't worked and why and providing decision-makers with the necessary information to make decisions about the project and its wider applicability.

Lessons

The lessons learned from the project fall in to two groups: general lessons and specific lessons for those interested in developing a neighbourhood-based multi-agency team.

General lessons

- Have a good evidence base that enables you to understand the problem to be tackled and the management issues that will have to be addressed in the process of tackling local problems;
- Have a champion in a senior management position who will promote the project within the lead body and with partners;
- Projects linked to wider policy changes, such as children's services, are likely to have more leverage to affect the mainstream than those not currently seen as a national policy priority;
- Have good monitoring and evaluation processes, so that the project's lessons can be learned for the immediate area and for application across a wider area;
- Identify not just 'quick wins' but 'demonstration projects' that have the power to persuade local sceptics of the benefits of the changes that enable multi-agency, neighbourhood-based working;
- Find local champions who can continue the work once the pilot ceases, e.g., head teachers;
- Where co-location is required check out accommodation early on in the project to avoid disruption to staff and service delivery;

Specific lessons

- It takes time for different professions to understand each other's terminology;
- It takes time to develop effective joint-working arrangements;
- Top-down and bottom-up approaches to developing services to communities, schools, and young people and families are not mutually exclusive alternatives but equally valid approaches whose interaction has to be managed, in order to deliver the impact that is needed;
- Be clear about what the project is and is not setting out to achieve in relation to 'mainstreaming', i.e., if the aim is not more resources but smarter use of the same resources this needs to be communicated widely in order to manage expectations.

Annex

Key background documents

The following key documents were used in the preparation of this case study:

- GO Partnership Neighbourhood Management Pathfinder Delivery Plan 2005-06;
- GO Partnership financial statements for 2004-05;
- GO Pathfinder Baseline data 2002-04;
- GO Peer Research Project: Black and Ethnic Minority Access to Youth Services;
- GO Multi-Agency Working: Evidence-based practice literature review, November 2004;
- GO Community Multi-Agency Team Interim Evaluation Report;
- GO Multi-Agency Team: Small scale intervention appraisal form;
- GO Multi-Agency Team Newsletter June 2005;
- GO Multi-Agency Team Newsletter July 2005;
- GO Area: Multi-Agency Team Policies and Procedures (Draft) August 2005;
- GOMAT Report on the Achievements of the GO Project Pilot, August 2005;
- GO Local Newsletter, Summer 2005.

Case Study 2

Community Sports Coach

Eastwood and Springwell Gardens NM Pathfinder

Rotherham Metropolitan Borough Council

Summary

- The case study focuses on the role of the NMP in seeking to increase the provision of sporting activities for young people within the Pathfinder area. In partnership with Sport England and its local delivery arm, South Yorkshire Sport, the NMP has provided joint funding for the appointment of a Community Sports Coach (CSC) to promote sports activities within the 5 to 19 age-range and support those from the local community (through mentoring and direct training) who might wish to become qualified as sports coaches. South Yorkshire Sport has played a crucial role by linking Rotherham Metropolitan Borough Council (RMBC), through their Senior Sport & Physical Activity Officer, with the Pathfinder in creating a sound foundation for this initiative. The project commenced operations in April 2004 and is delivered through the United Multicultural Centre (UMCC) located in the centre of Rotherham. This organisation has built a wealth of experience in working with local communities and in particular with training young people from BME groups across Rotherham.
- The project has provided valuable experience in linking local initiatives to national programmes designed to deliver central government policy, in this case focusing on healthier life-styles for young people and opening-up opportunities for local people to enter employment through coaching as a professional career choice. Partnership working with SYP, RMBC, UMCC and other stakeholders as members of the Steering Group (eg. Clifton EiAZ) has enabled the Pathfinder to support a new approach to, and expand the provision of sports facilities for young people through the use of existing schools, clubs and community facilities. Through its experience of this pilot project RMBC has been able to roll-out similar programmes, as part of its commitment to increasing sports provision across the Borough.

(1) Aims, Objectives & Rationale

Background

The overall national objective of the Community Sports Coach Scheme was to establish 3000 paid professional coaches working at the local level to increase the number and range of high quality coaching opportunities by 2006, linked to strategic and local needs. The programme seeks to make an impact in three key areas at the national level in terms of:

- The development of a career structure for coaches;
- Ensuring quality standards for the professional recruitment, employment, management and development of coaches;
- The delivery of high quality coaching for young people.

Within the South Yorkshire area, South Yorkshire Sport is concerned that the national brief meets the needs of local communities through the development of the Sport and Physical Activity Partnership. This will be achieved through enhancing opportunities and raising aspirations, improving employment and training, increasing the level of active citizens, increasing community cohesion, reducing crime and youth unemployment and reducing levels of coronary heart disease within the most disadvantaged/inactive communities.

The proposal for South Yorkshire entails the creation of a flexible workforce with the necessary skills to access coach related employment opportunities, including multi-sport coaches who could also develop specialisms in specific sports and/or work with minority groups within the highest disadvantaged communities via an interagency approach to create local coaching teams involving assistant coaches and volunteers. This approach would aim to build a Coaching Team Concept in which there would be peripatetic Specialist/Support Coaches, community based Advanced Level Coaches, Intermediate Level Coaches, part-time coaches, Activity Leaders, trainees and volunteers. At all levels there would be opportunities to gain nationally recognised qualifications that could lead to progression and provide high quality coaching provision for young people.

Aims

The NMP project, through the Community Sports Coach (CSC) aims to support schools, youth clubs, voluntary groups and organisations in the increased provision of sports as extra-curricular activity for young people of all abilities in the 5 to 19 year old age-range and assist local people of all ages to become involved in coaching activities in which there are opportunities to gain professional qualifications leading to employment.

Objectives

The objectives of the NMP in this intervention are:

- Increase participation in sport and physical activity by young people;

- Create a greater awareness of the opportunities to enter into coaching as a professional career choice;
- Develop opportunities for local people to enter employment through coaching;
- Improve the health and well-being and cohesion of the local community;
- An objective analysis of the project with findings that would inform the future sustainability of the project.

Rationale

The United Multicultural Centre (UMCC, was APWA) has a long history as a grass roots organisation that engages with young people from deprived areas across Rotherham and as such has been able to identify specific gaps in the provision for younger members of the community. Within the deprived areas of the town there is a shortage of qualified coaches to deliver sports activities to the 5-19 age-range, though there was an overwhelming demand for such activity from other young people particularly during the summer holidays.

Given the close association of UMCC with the Pathfinder (the Director sits on the NMP Board) and the organisation's track record in delivering local training initiatives, there was an opportunity for the Pathfinder to engage this organisation to manage and deliver this project. UMCC was also in a position to offer management and administrative support to any newly appointed project personnel.

South Yorkshire Sport, as the local delivery arm of the Sport England programme, have worked in close association with the Pathfinder and UMCC in developing the original proposal and in providing joint funding through the Department of Culture Media & Sport (DCMS) as the project is in a Sport England priority area. This falls in line with the Government's strategy for Sport and Physical Activity (Game Plan, DCMS Dec. 2002) that reported on childhood obesity, diabetes and premature deaths using data from local PCTs.

The project has also entailed partnership working with RMBC (Education, Culture and Leisure Services) who are interested in the possibilities of extending this pilot initiative to other areas across Rotherham as one strategy for encouraging healthier lifestyles. The project has provided an opportunity for grass roots networking between the various schools, youth clubs and voluntary organisations that function within the NMP area, as there is an identified need to develop extra-curricula sports activities in improving the lifetime health of young people.

(2) The Neighbourhood

The Neighbourhood Pathfinder

The Eastwood and Springwell Gardens NMP commenced operations with a Shadow Board in October 2001 with the full Board becoming operational in August 2002. The vision of the NMP is that *"together we will build a safe welcoming and prosperous neighbourhood where everyone has the opportunity to achieve their full potential"*. This vision will be achieved through five themes:

- Improving the quality of life by creating a safe and inclusive environment;
- Creating a positive future for children and families;
- Increasing opportunities for young people;
- Employment, training and enterprise to reduce unemployment;
- Transforming local service delivery.

The current Board has 14 members with a resident and voluntary sector representative as co-chairs. The Police, PCT, education and RMBC (councillor and officer) are represented on the Board alongside four community group seats and four resident seats. The Pathfinder functions within a single tier local government framework and has a good working relationship with its officers within the various LA departments.

The NMP has a management team of four made up of a Neighbourhood Manager, Community Participation Worker, Theme Manager and Clerical Assistant, though a Performance, Monitoring & Evaluation Officer will be appointed in the near future. The Pathfinder operates as an unincorporated partnership with RMBC functioning as its Accountable Body (under a Service Level Agreement) employs the NMP team and provides financial management support services.

The Community Forum is an important partner on the NMP Board; it has applied for Objective 1 and SRB6 funding for a Partnership Development Manager and Support Worker. When these 2 posts are filled it is expected that the Forum will take the lead on community development, though it does need to renew its mandate with the local community. Whilst developing its role the Forum will continue to work closely with the NMP Pathfinder Board and Community Cohesion Group to ensure additionality within the NMP programme.

In supporting the NMP Board, the Community Cohesion Sub Group (CCSG) provides a focus for the Pathfinder regarding community development and participation. The Community Participation Worker (CPW) from the NMP Team is working with the Group in developing a Community Cohesion Strategy that is a key factor in delivering local regeneration. While the Issue Groups were constituted in August 2003 they have been slow to develop despite the work of a consultant who was engaged by the NMP to promote community organisations'/residents' participation in these Groups and the wider programme. This situation was frustrated by the delay in appointing a CPW who is now in post and working with the Issue Groups to enhance their operational capabilities.

The NMP Appraisal Panel functions independently of the Board and comprises of a Chair who reports the recommendations of the Panel to the Board, three local residents, an officer from the Accountable Body (RMBC) and support from the NMP Team. The Panel is able to co-opt professional/expert advice regarding project proposals.

Neighbourhood and location

The area of Eastwood and Springwell Gardens is located northeast of Rotherham town centre and consists of three residential communities Eastwood Village, Eastwood Middle and Springwell Gardens. There is also a trading estate located in Eastwood. The area is bounded to the north by the River Don and the Sheffield & South Yorkshire Navigation and is bisected by the A630 Rotherham to Doncaster trunk road.

Eastwood and Springwell Gardens is predominately residential with housing stock fairly evenly divided between social and private dwellings. Eastwood Village has early 1900's housing that has been the subject of an extensive renovation programme, while Eastwood Middle is largely LA post war semi-detached housing and Springwell Gardens has been redeveloped (SRB 2 funding) with a mix of modern housing styles.

The NMP area has an estimated population of just over 5,000 with 2,108 households (2001 Census) and forms part of the Rotherham East Ward which is in the top 3% most deprived wards in the country. By comparison with the Borough average, the area has a high number of young people (25% under 16 compared with 21%) 18% of local residents are BME origin (Borough average 3.1%) and a significant new population of asylum seekers.

Although there is an industrial estate located within the Neighbourhood Area, this has only provided limited employment opportunities for the indigenous population. The private sector/businesses have shown some interest in the NMP area through the Rotherham Chamber of Commerce, but new business investment (to replace coal and steel activity) has largely taken place to the North and West of the town.

The neighbourhood is served by two primary schools located within Eastwood Middle and a comprehensive school having its middle school located in the Pathfinder area, with the upper school located adjacent to the NM area. A majority of the schools will be redeveloped in the near future as part of the Rotherham School PFI Programme. The number of BME origin pupils within the schools is between 10% and 12%.

Issues

The area does face a number of challenges including unemployment at more than twice the Borough average, crime rates/domestic burglary at high levels, educational performance below the national average and significantly poor health rates within the local community. Despite the level of deprivation and multiple problems there is an active community supported by 54 community organisations/groups that function to meet the needs of age, gender and culture. However, language barriers also remain a key issue for older residents from BME groupings, particularly concerning health issues, training and community involvement.

The Clifton Excellence in Cities Action Zone does cover the NMP area and was granted an extension until 2006 to continue improving resources in schools. All three schools in the area (2 primary and 1 secondary) were approved for major PFI investment in June 2003 and provide opportunities for the Coaching Project to develop its extra-curricula sports activities as the schools' improved facilities come on stream.

(3) The Process

Key Players and Structures – Who?

Joint funding for this project has come from the Pathfinder (£57,491) and South Yorkshire Sport (Department of Culture Media & Sport £36,000), with UMCC making an in-kind contribution in terms of office accommodation, management and monitoring support (£53,079). The project commenced operations with the appointment of the Community Coach in April 2004 and is due to run until March 2007 with a total intervention cost of £146,57. The coach is the only direct salary cost with support from UMCC staff, though there is a budget for the hire of venues and any necessary equipment in order to run the various sessions.

South Yorkshire Sport (SYS) have used their expertise to help develop this intervention proposal and are very keen to see this pilot project develop in line with the aims and objectives of the Sport England national programme. This will be achieved through the Sport and Physical Activity Partnership that works with local partners, but also operates at sub regional, regional and national levels to:

- Increase and sustain participation in sport and physical activity, particularly among women/girls, those with disabilities, ethnic groups and older people;
- To develop the effectiveness of new and existing provision through schools, sports clubs, youth and community groups, PCTs etc;
- Maximise the contribution that sport and physical activity can make to the economic and social life of individuals in local communities;
- To offer opportunities and qualifications to those who might wish to make a career in sports coaching or work in a voluntary capacity.

RMBC is working in close association with the partners through its Education, Culture & Leisure Services and its Senior Sport & Physical Activity Development Officer also sits on the project's Steering Group (representatives from NMP, SYS, RMBC, UMCC, Education Action Zone and a place for a representative from the Eastwood & Springwell Gardens Community Forum) that has been instrumental in developing the work programme of this pilot project. From the experience of the first 16 months of this project, the LA is now setting in place five similar projects across Rotherham as part of its healthier living programme.

In discussions with UMCC, the NMP team have sought to develop a project that will enhance opportunities and raise the aspirations of young people within Eastwood and Springwell Gardens (Theme 3 of the 2004-05 Delivery Plan). In line with UMCC's findings, as a grass roots organisation working with young people from deprived areas across Rotherham, they have been able to identify a demand for increased sporting activities for young people and the need for qualified coaches to deliver professional programmes that can encourage/inspire positive youth activity linked to healthy lifestyles and diversionary activities.

In making this project a reality, the Pathfinder has sought to link this initiative to central government policy directives via negotiations with South Yorkshire Sport who have access to DCMS funding and are keen to develop local partnership working down to local delivery networks involving grass roots organisations.

Activities – How?

Communication and support

The DCMS has identified South Yorkshire as 1 of 12 pilot areas for the Community coaching scheme and the NMP area has been designated as one of six projects in South Yorkshire in which a flexible workforce would be created with the necessary professional skills to gain access to a range of employment opportunities as coaches. Multi Sport Coaches will work with schools, clubs and community organisations to deliver high quality sporting opportunities to young people, though some would have specialist skills in specific sports and/or in working with the BME community, women, the disabled etc. A specialist coach would operate on a peripatetic basis, supported by local coaching teams based within the various communities.

This delivery model requires that local participation is established in the initial phase of the programme in terms of increased participation in sport and physical activity by young people, information and encouragement for local people to build their skill base as a potential for entering coaching as a career choice, improve the health of those participating in the project and increase community cohesion.

Within this national initiative, the NMP project seeks to address an identified need for increased sporting activities for young people in the area and develop a team of local coaches and volunteers who can work with key partner agencies and local organisations in providing enhanced services to young people. The LA has also monitored the Pathfinder project and in the light of the past 16 months of operation similar projects are now being developed across Rotherham, including a further project to be managed by UMCC.

In managing the project for the Pathfinder, UMCC provides quarterly reports on progress and expenditure and SYS, for Sport England, commissioned an independent report. A report was also carried out on the progress made within the first 6 months. A steering Group (with representatives from the NMP, SYS, UMCC, RMBC and the Education Action Zone) meets quarterly to discuss the direction and future development of the project, though residents are also encouraged to attend these meetings. A newsletter was produced in December 2004 to publicise the project and its activities to the community, though the UMCC quarterly newsletter, SYS newsletter and the Pathfinder newsletter have also featured the project. The Community Coach also has a dedicated area on the UMCC website on which activities are posted and a DVD has been produced to promote the project.

Wider context

UMCC (was APWA) as a grass roots organisation working for 25 years with young people has been able to identify the need for extra-curricula sports activities, particularly amongst BME children who do not always have the confidence to participate in organised programmes of physical activity linked to coaching services. The organisation has also recognised that there is a shortage of Sports Coaches who could deliver activities through networking with a range of schools, clubs and organisations that already provide services to young people. The CSC produces monthly data on the number of sessions delivered to young people, numbers participating (including a breakdown by BME, women/girls, disabled etc.) number of volunteers, type of activities and number of hours on mentoring/training prospective coaches. Returns over the past 16 months would seem to suggest that the project is meeting a real need with some 450 young people having participated in the scheme to July 2005.

SYS as the local delivery arm of Sport England have funded 50% of the Community Sports Coach post through DCMS finance. This is part of the national Sports Coach Scheme that is being delivered as one of twelve pilot projects across England.

RMBC have been closely involved in the development of this pilot project through their Sport & Physical Activity Development Officer and, as indicated above, the LA is now developing four similar projects across Rotherham as part of its wider physical activity strategy linked to community partnerships.

Key Issues

In developing this project a number of factors have been crucial for the NMP in terms of:

- The Partnership has been working with a national programme that has been designed to deliver coaching projects through local agencies such as SYS who have six similar projects across South Yorkshire. SYS has been instrumental in developing the Pathfinder's Intervention Proposal and linking DCMS finance to matched funding from the NMP and in kind support from UMCC as manager of the project;
- The management of the project by UMCC, an established grass roots organisation that has extensive experience of working with and training young people and networking within local BME communities;
- The active support of the LA who is committed to the development of a sports and physical activity strategy for young people through the employment of delegated staff committed to the expansion of sports development;
- The development of a professional career path for residents who are interested in working as coaches, so that the future development of sports activities can become a sustainable reality;

- The development of a network of partner agencies to identify local volunteers from the community as part of the coach education/training programme and in promoting a range of sports activities to young people;
- The employment of a professional coach who is not only able to mentor/train residents who wish to obtain national coaching qualifications, but develop sports activity sessions for young people that are to recognised national standards.

The day-to-day management and administrative support offered by UMCC has enabled the CSC to maximise his delivery of the project to local communities and has also assisted in the promotion of the programme through the existing links that the organisation has with young people and their parents, particularly amongst the BME community.

Representatives on the Steering Group have been able to bring their expertise and guidance to the meetings that are also attended by residents, voluntary and community groups. This has fostered the initial concept of joint ownership within the stakeholder groups as they are directly involved in developing the project and reviewing its objectives and progress against targets. This philosophy has followed through to those organisations and groups involved in working with the CSC to increase sports provision within the community, as they see the broader implications for young people in terms of health, lifestyles, building community cohesion and possible employment for some residents.

(4) Evidence of Results

The Pathfinder has facilitated partnership working between SYS, RMBC, UMCC, the Eastwood and Springwell Gardens Community Forum, the Education Action Zone and residents from the NMP area. In bringing these stakeholders together, the Pathfinder has recognised the strategic value of delivering enhanced provision through an established community based organisation that has used local knowledge to define the specific needs of young people within the framework of a national programme. From its long experience of working with young people, UMCC has the ability to manage and administer this project in building enhanced provision.

During the past 15 months the total number of participants has risen steadily to some 440, though this figure is probably a conservative estimate as some young people/parents had difficulty in completing the registration forms, but the problem has now been resolved. Of the 440 participants, 220 are from the BME community, 135 are female, 3 are disabled and 271 are from the priority area. It is also noted that new children are joining the scheme every month. The number of sessions (hours of contact time) involving the CSC has also risen to meet demand and stood at 88 in July 2005 which clearly provides evidence of the level of interest amongst young people, particularly during the school holidays. The CSC has also worked with 11 volunteers who are now trained to Assistant Coach Level 1 and one person is being trained to Level 2 in football. These volunteers are invaluable in developing the capacity of the programme and some may go further in their training to reach full coach status and possible employment.

Impact on mainstream service providers' behaviour in improved services:

This intervention is based on the findings of the Coaching Task Force Review (2003) established by the DCMS. Rotherham PCT and neighbouring Sheffield West PCT have also provided local data for a joint DCMS/Department of Health model on premature deaths (Game Plan) that is linked to the Government's strategy for Sport and Physical Activity (DCMS, Dec. 2002). Game Plan also indicates that there are increasing trends regarding childhood obesity and Type 2 diabetes which is statistically higher in socially/economically disadvantaged wards such as Park in the NMP area.

Through Sport England, the DCMS has chosen South Yorkshire as one of twelve pilot areas for the Community Coaching scheme with the objective of developing a flexible workforce with the skills to access sports coaching employment. A group of Multi Sport Coaches (with specialist skills in specific sports and working with BME groups, disabled etc.) would operate on a peripatetic basis within a range of clubs and organisations to enhance sports provision in local communities with the support of local coaching teams.

As part of their Physical Activity Strategy, RMBC have been closely involved in the NMP pilot project and are now developing four other projects that are located in other deprived areas of Rotherham. Funding from DCMS via SYS is being made available, with matched funding coming from a variety of sources to enable these projects to commence operations.

Through the management and support of this project by UMCC it has been possible for the CSC to maximise face-to-face time spent in the delivery of the programme within the community. The CSC has received direct positive feedback from young people and parents through the sessions he has run and attendance levels have continued to grow throughout the 16 months the project has been in operation.

Initially, a limiting factor will be the time it takes to train residents to become fully qualified coaches/volunteers (dependant on the level of qualifications). Once in place, extra coaches will enable the CSC to further develop links with schools and community based organisations in the area and generally increase the number of sessions for young people. With the expansion in the number of qualified coaches it should be possible for youth groups and community organisations to develop their own sports/activity sessions within a more robust local network of provision, particularly in developing team competitions and diversionary events that could promote positive lifestyle and health care issues that could impact on young people.

Capacity for sustainable renewal

The Pathfinder Management Team is seeking to demonstrate the value of partnership working and the development of good practice in bringing enhanced sustainable provision to young people, particularly those who experience disadvantage within the community. In building a network of community based organisations that can support increased sporting/physical activity, it is anticipated that community cohesion will increase and some residents will become directly involved in the provision of specific youth services through the sports coaching scheme. Community consultation through UMCC and openness at Steering Group meetings has strengthened lines of communication with residents in addressing local needs and aspirations.

The establishment of coaching teams, working closely with Multi Sport Coaches should enable schools, clubs and community groups to contribute to a network of support using the neighbourhood management approach in the provision of services. The strategy and delivery framework developed in this pilot is being further developed by the LA in other areas of Rotherham in close association with SYS who are involved in other initiatives across South Yorkshire in Sheffield, Barnsley and Doncaster.

A major problem beyond the March 2007 funding period will be the further financing of the NMP project, as the development of an income stream may be limited given a number of socio-economic factors that impact on family incomes. However, it may be possible for the NMP to negotiate with community based organisations in terms of supporting local activities and making facilities available for coaching sessions, though salaries for coaches will remain a key issue post 2007, unless central government funding is still available. Health and youth services may have budgets that are geared towards the promotion of healthy lifestyles and diversionary programmes, or funding could be available from such sources as the Millennium Fund, NRF and any new Olympic Games fund.

Impact on community involvement in decision-making about services:

The priority was identified and the project was developed in response to the needs of local people identified in separate discussions between the community and UMCC (was APWA) the Community Forum and the Pathfinder. The need for a sport and leisure intervention was written into the NMP Delivery Plan and did indicate that a consultation process would be required as a precursor to any proposal.

In managing the project for the Pathfinder, UMCC is a member of the Steering Group alongside the NMP. Key decisions on progress and future developments in the work programme are taken by all Steering Group members, including SYS who has part funded the project. UMCC is responsible for the delivery of the project through the CSC and is well connected with the community and community organisations in promoting the provision of sports activities to young people.

Impact on the neighbourhood

The impact of this project is already evident, as it has been developed in response to the identified needs of young people in the NMP area and has seen a growing participation in the increasing number of events delivered by the CSC. During the summer holidays the programme of events has become even more popular and the work of the 12 volunteers (who are training to be coaches) is crucial to the delivery of the project in relation to increased demand.

The Community Sports Coach has been very successful in promoting the programme, working with schools/clubs/ community groups to promote their involvement and in delivering sessions to young people. This strategy has produced tangible benefits for the community in terms of enhanced provision for young people. The increased opportunities for BME groups, women/girls and the disabled to engage in sporting and leisure activities within well organised sessions are also beginning to build community cohesion. As a result of these activities some parents are become interested in supporting events and a few have started to volunteer to work with the Community Coach in the delivery of sessions.

This project has laid the foundations for the Pathfinder to work with service providers such as the PCT, RMBC, youth services, Education Action Zone, the Police and schools in developing the provision of services for young people that will impact on their lifestyles and range of opportunities.

(5) Conclusions

Effectiveness

Within the past 15 months, the Community Sports Coach Scheme has begun to address a clearly identified gap in the provision of services to young people. The CSC has directly promoted the project and its varied programme of physical activity with great success, as the increasing numbers of participants testifies. The training of 11 volunteers (gaining recognised national qualifications) has enabled the CSC to expand the activity programme for young people and is beginning to address the issue of sustainability through links with community based organisations, schools and clubs. Possible employment for trainees to assist the CSC is being considered through New Deal/Transformational Labour Market.

Factors influencing success

Through partnership working between the Pathfinder, SYS, RMBC (Education, Culture & Leisure Services) Clifton EiAZ and Rotherham Youth it has been possible to develop and deliver a project that meets clearly defined needs for young people within the NMP area. The success of this project stems from the ability of the CSC to engage young people through the activities programme and in the managerial/administrative support provided by UMCC as a long established organisation with strong links with local BME communities.

The project delivery programme has been designed to complement and work in close association with existing schools, clubs and community based organisations that have the potential to develop sports activities beyond the initial three funding period. Local people, who are now gaining coaching qualifications, will be part of the future Coaching Teams that will work with SYS and the LA in raising the profile of physical activity for young people in Rotherham. Steering group meetings provide an opportunity to work with a number of mainstream players and community groups in developing a relevant programme that complements existing provision and links with wider issues associated with improving the health and social well being of young people, the provision of alternative activities, building self confidence and raising the aspirations of those seeking a career path through coaching.

Lessons

A number of lessons can be drawn from this project that have:

- Enabled the Pathfinder to work closely with mainstream players in developing and funding the project.
- Provided an opportunity for the Pathfinder to work closely with a national organisation that has developed its programme from the policy directives of central government.

- Engaged community groups and residents in building interest in physical activity for the young through direct involvement, good PR and effective publicity that has emphasised joint ownership.
- Enabled a long-standing community organisation, with strong community training links, to manage the project.
- Enabled the aims and objectives to be sensitive to the needs of young people from deprived areas.
- Offered the opportunity for the project to address wider health care, social and employment issues, particularly through the operation of the project Steering Group that has representatives from key mainstream organisations.
 - In offering expanded services to young people across the board, it has been possible to encourage participation from BME communities.
 - Links between the project and major local football, hockey, rugby and athletic clubs is proving to be very popular with young people and is providing positive role models.
 - Through this intervention proposal the NMP has, with the support of other partners, been able to gain valuable experience in developing a robust job specification for key project staff; in this case for the post of Community Sports Coach. This has proved to be a vital component in the delivery of the project, as the post requires a mix of professional and people skills and offers lessons for future project staff appointments.

Possible Implications

The involvement of RMBC in this pilot project has now resulted in their Education, Culture and Leisure Services developing four similar projects across Rotherham. This should provide a firmer foundation for the sustainability of the original NMP project given that it is intended to set in place a sports coaching network that could be developed to support inter-area activities and sporting events.

Given the success of the application to host the next Olympics in London, it may be possible to tap into new sources of funding linked to the promotion of sport within local communities.

Annex

Key background documents

The following key documents were used in the preparation of this case study:

- NMP Year 3 Delivery Plan 2004-05;
- NMP Year 4 Delivery Plan 2005-06;
- NMP/UMCC various Newsletters;
- Project Intervention Proposal: Community Coach Scheme (NMP/SYS, Tim Temple December 2003);
- An Introduction to South Yorkshire Sport (SYS 2003);
- Community Sports Coach Project Delivery Plan, Phase 1 South Yorkshire (SYS, November 2003);
- NMP Community Sports Coach Scheme Case Study (PMP Leisure Consultants, April 2005);
- Community Sports Coach Evaluation Report- First 6 months (October 2004);
- Briefing Note: Community Sports Coach Scheme (DCMS/Sport England, July 2003).

Case Study 3

Youth Participation

Kendray

Barnsley Metropolitan Borough Council

Summary

- The Youth Participation Project in Kendray has explored the place young people can have in neighbourhood renewal, focusing on a difficult-to-reach cohort in their mid-teens. Through the actions of a dedicated Participation Worker, who is part of Barnsley Youth Service, young people have been encouraged to participate in real projects on their own terms, outside of the Kendray Initiative Board and other structures based on formal meetings.
- The key activity has been in developing ideas for the design of a central open space in Kendray, for a range of recreational uses. This is now completed and in use, and has been respected as something that was wanted by the community, and its young people in particular. In the next stage of the project, the aim will be to seek to identify and work with a new younger group, and to widen the reach to include more young people, bringing their ideas and energy into community-led decision-making, while maintaining the emphasis on informal participation.
- The underlying idea, that young people who were a focus for concern from other residents could be engaged constructively in this way has been vindicated. Not all the project's ambitions were realised – the idea of the Youth Bank was perhaps premature, and, in retrospect, it is believed that it might need to operate over a larger scale. Another lesson related to the limitations inherent in one young youth worker, operating on her own.
- But the conversion of the open space, which involved a substantial earthmoving and construction work contract, demonstrated to the young people involved that they would be listened to, and that that they could have a practical positive impact on their own area. This has provided a model for engaging young people who would otherwise be regarded as 'out-of-reach' of neighbourhood improvement initiatives. The Kendray Youth Participation Project, which began in April 2003, received a national award in late 2004. Lessons learnt thus far are being addressed in the new project, which commenced in May 2005.

(1) Aims, Objectives & Rationale

The Kendray Neighbourhood Management Pathfinder (KNMP) Delivery Plan for Year 4, 2004/05, reinforces the importance previously placed on work with young people in the area. A Young People's Theme Group aims to encourage coordinated service provision, through community involvement and leadership.

Theme 1 in the Delivery Plan is 'Underpinning the Place of Young People'. The strands within this theme are

- **Be Healthy** – notably the *Youth Recreation Project*, which provides sporting activities throughout the year, with a concentration on school holidays;
- **Staying Safe** – addressed primarily through the *Youth Inclusion Project*, delivered by Crime Concern, which targets the 8-17 year age range perceived to be at risk of social exclusion, or involvement in anti-social behaviour;
- **Enjoy and Achieve** – several projects, including *Study Support/Out of School Learning*, delivered by NSPCC, in which support is targeted on prospective underachievers; the Kendray Behaviour and Literacy Intervention, which will link parents into this primary age intervention; the Transition Support Scheme, which seeks to address the issue of disengagement from learning after starting at secondary school; *Kendray Learning Net*, which is addressing the learning issue across the community as a whole;
- **Achieve Economic Well-being** – activity-based work, primarily taken forward under other theme groups to re-engage both parents and young people in the world of work;
- **Make a Positive Contribution** – through the *Youth Participation Project*, which has achieved national recognition, and which is the focus of this case study.

The Youth Participation Project (YPP), now just over half way through an envisaged four-year timespan, has focused on engaging young people: the aim has been to build a process of widening their involvement in activities which interest them, not to bring individuals forward as representatives on the Board and working groups.

It operates alongside the other projects and activities listed above, and within the wider context set by the Theme 1 approach: *'The approach to achieving the (Education) Outcomes will continue to focus on challenging the barriers between the community and the core service providers, whilst raising aspirations and providing positive opportunities for parents, children and young people to learn and grow within the context of the community in which they live.'*

The underlying rationale was that informal working with young people could provide a way of engaging them in what was happening locally, and of building their confidence and interest in new opportunities. The issue was seen as urgent: two years ago Kendray was performing particularly poorly on three key measures, and in some respects was getting worse against Barnsley District, which was itself under-performing against the rest of South Yorkshire and the region,

- Educational attainment at secondary (GCSE) level, which was amongst the worst in the country;
- Crime, and in particular, robbery and burglary, were running at several times the levels in Barnsley District and nationally; local young people were 2.5 times more likely to be in the criminal justice system than the Borough average, and there was unusually low usage of leisure, recreational and out-of-school learning by school-age children;
- Although district unemployment was at a historically low level, the proportion of residents within working age-groups who were in employment was only 30%: young people were being brought up in an environment in which work was not the norm. Kendray was characterised by poor health, and a high level of incapacity benefit claimants.

The importance of the Youth Theme is seen as having been reinforced by the Government's 'Every Child Matters' policy, and by the radical 'Relearning Barnsley' strategy adopted by Barnsley Council, under which new academies will be established at secondary level. This involves the early replacement of the Elmhirst School, which serves Kendray, with a new built Academy, to be operated by the United Learning Trust.

The underlying problem was initially defined in terms of the evident dissociation of young people, and the limited aspirations and prospects in an area ranking highly on multiple deprivation indices, particularly in relation to crime, and with low levels of engagement in work, training and social/leisure-based activities. Kendray Initiative Board, and the KNMP team, saw part of the solution to the problems of the area as changing behaviour on the streets, but recognised from the outset that this must involve creating new opportunities for young people, and also a new, more inclusive, attitude from the rest of the community, recognising and respecting their needs and aspirations.

The key component of the Youth Participation Project is the Kendray Participation Worker, who is attached to Barnsley Youth Services (Barnsley Council), and whose part-time work in the area is funded by KNMP. The purpose of the intervention is to give local young people the opportunity to participate in the renewal of Kendray, by raising their skills, confidence, knowledge and aspirations. The same youth worker has been involved since the project started in 2003, and there has been continued active involvement from Barnsley Youth Service.

The Kendray Initiative Board has demonstrated continued commitment to this approach; one of the joint Chairs (both from the local community) takes a particular interest in youth activities. In May 2005, the Board reaffirmed the approach, and agreed (subject to detailed project appraisal) how the intervention would operate during the next two years.

In December 2004, following a submission by Kendray Initiative Board, the Youth Participation Project won the national Neighbourhood Management Youth Achievement Award, in recognition of the efforts of the young people participating in the project.

(2) The Neighbourhood

The Kendray Neighbourhood Management Pathfinder is delivered through the Kendray Initiative Board, and a small executive team, currently five people, including a secondee from Barnsley Council (responsible for policy development), together with the part-time Youth Participation Worker (also employed by Barnsley Council). The team is located at the Kendray Resource Centre. The Neighbourhood Manager, Vince Roberts, reports to the Local Strategic Partnership 'One Barnsley', and indirectly to Barnsley Metropolitan Borough Council (BMBC), as well as to Kendray Initiative Board (KIB).

The Neighbourhood Manager was employed from September 2002, and 2002/03 was the first operating year for the NM Project. Barnsley Council also committed resources to early development, through Carol Brady, who subsequently became the NMP Policy Development Officer. The third key position in the team is filled by Kate Faulkes, the Neighbourhood Development Officer, who is responsible for ensuring that Board members, and the Board as a whole, are able to work effectively.

The Kendray Initiative Board was established in April 2002. The joint Chairs, Ann Hart and Cynthia Cunningham, took over last year from the retiring Chair, Councillor Terry Dixon, who was the Deputy Leader of the Council. Both the Chairs are well-known in the local community, through their track record on earlier initiatives as well as with KIB. There are 23 positions on the Board, all with voting rights, and local residents, nominated through community groups rather than being directly elected, currently have a majority.

Kendray is a small neighbourhood (*approximately 4750 residents in 2008 households*) close to Barnsley town centre, in which social housing dominates (*two-thirds of the stock*). Earlier, Kendray's male residents worked predominantly in relatively well-paid heavy manual work, including mining. The neighbourhood has been relatively stable in population, with ethnic groups little-represented, and despite the tendency of the minority with better education and employment prospects to move away. Although Kendray is apparently well-located for a wide range of newer employment opportunities, including those in Barnsley town centre and the Dearne Valley, its residents have not, in general, benefited from this: there is a high concentration of long term sickness and unavailability for work, linked to its earlier employment history, but apparently transmitted between generations.

'The distinctive characteristics of Kendray are low income and high scores on most other accepted measures of deprivation. Earlier, the neighbourhood, which is only just over a mile to the south east of Barnsley centre, was seen as a desirable place to live; it has retained a sense of social cohesion, although many of those with the means to live elsewhere have done so, and there has been little movement into the neighbourhood in recent years.' NMP Evaluation report for 2003/2004 – SQW, April 2004.

On a number of fronts, including new/renovated housing, falling crime rates, rising educational performance and environmental improvements, *'there is a growing weight of evidence to suggest that Kendray as a place to live is improving,'* – 2005/06 Delivery Plan. Resident satisfaction with the area as a place to live has increased to 74% from a baseline 59%. Nevertheless, Kendray continues to be one of three most deprived neighbourhoods in Barnsley. Educational attainment statistics indicate

substantial recent improvement, although the 2004/05 figures are not yet fully broken down to neighbourhood level. Performance with regard to crime is mixed, but household burglaries are down to less than half the baseline rate, and continuing to fall on the most recent figures available.

(3) The Process

Key Players and Structures – Who?

The key players are the Youth Participation Worker, Jane Courtney, and Andy Fleming, who is part of the 'Voice & Influence' Team at Barnsley Youth Service and a Kendray Initiative Board member. Until recently, Andy directly supervised Jane's work, as well as providing the link back to the central Youth Service. Under the new contract, APP7a – see below – this responsibility has been reallocated to another member of the Youth Service team, allowing Andy to focus on the wider implications of the project, within Kendray and across the Borough. 'Voice and Influence' is one of Barnsley Youth Service's two divisions; both this and the operations division report to David Hudson, Principal Youth Officer for Barnsley Council.

Barnsley Youth Service (BYS) was already interested in youth-centred services, and Neighbourhood Management was seen by the Council as a means of developing and trialling new approaches. The Youth Participation Project was launched in Kendray in April 2003. The first contract with Kendray Initiative Board was for one year; this was then renewed for a further year. The original project, APP7, was replaced by APP7A earlier this year, which will run for a further two years.

The key features of the project which ran until April 2005, were

- Engaging hard-to-reach young people, through developing constructive relationships with targeted young people, and encouraging them to come forward with opinions that will help build their experience and skills, and give them confidence;
- Giving young people a voice, by providing opportunities to express these opinions, and presenting them back to Kendray Initiative Board in the form of coherent views that strengthen local decision-making;
- Generating community activity by young people, for example through the Youth Bank/small grant scheme.

Activities – How?

The Youth Participation Worker focused on the 13-17 years age group, and initially worked with 25-30 young people, and intensively with perhaps half this number. While working in Kendray, Jane Courtney has worked out of the KNMR office, and had close working links with other members of the NR team. About half a dozen of these were engaged in developing ideas for the proposed Youth Bank, which was subsequently abandoned. The YP Project had to work around the fact that the Youth Club, which had operated in the Kendray Resource Centre, had recently had its funding withdrawn by the local authority.

The key activity, which has provided a focus for the group, has been their involvement in the design of the play and activities area at the centre of Kendray and close to the Resource Centre. The play equipment includes an aerial wire ride, and there is a small banked arena, which has already been successfully used for community events. We were assured that the area is seen as a great success by all sections of the community, including those living close to it. There has been virtually no deliberate damage or graffiti, and anecdotal evidence is that the young people take considerable pride in what has been achieved, and have in effect taken ownership of the space. While this project has high visibility, there has been a similar involvement, and also a successful outcome, at the Farm Road play area, also in Kendray.

Other activities have included visits and planning entertainment events, including a recent focus on DJ/MC. The young people involved in this made large-scale models/masks, and provided the focus for a carnival day, which celebrated the opening of the new central space.

The national Neighbourhood Management Youth Award, in December 2004, not only generated other external interest in YPP, and helped validate what was happening to the Council and to local people, but also provided opportunities for young people to explain the project outside Kendray. Despite their (understandable) initial nervousness, these seem to have been enjoyed and used well.

The cost of the Youth Participation Project in its second year of operation (2004/05) was budgeted at £30,000, of which one-third was staff costs and the remainder activities and sub-projects. Not all this budget was called down: some activities did not take place as initially planned. In financial terms, the Participation Project was not the largest single component of the Youth theme, the NSPCC out-of-hours project had a budget of almost twice its total cost, but YPP was central to the approach adopted by the Pathfinder.

To date, YPP has been reviewed annually by the Kendray Initiative Board, which uses a project appraisal Panel to assess achievements and future plans. The Project has also been re-assessed as well as Monitoring and evaluation through the Panel.

In its revised form, which will operate to 2007, the Youth Participation Project provides for the Youth Participation Worker to operate as part of a team. Her time will be organised around three project nights a week. She will work with a mainstream team, bringing specific expertise from the central Youth Service, and time dedicated to supporting the work in Kendray. Earlier, in the absence of a functioning Youth Club, the YP Worker had to create her own networks with local youth. There may have been advantages in this, but her colleagues recognise that at times in the first two years, she was working very much – perhaps too much – on her own.

The Participation Worker will continue to focus on engaging hard-to-reach young people and giving young people a voice. The broadening of the project will enable both younger (11-12 years) and older (18-19 years) groups to be involved, in addition to the 13-17 year group which provided the initial focus.

A series of specific actions and targets have been agreed for 2005/06, including

- Involving new groups in a range of different projects, including the developing of design ideas for the next open space to be improved, which is expected to offer facilities for both younger and older groups;
- Consultation with young people on the planned Academy, with feedback to Board;
- Involvement of some of the young people in an ODPM group working on national regeneration initiatives;
- Building closer links with the KNMP through a focus group looking at the content of the Delivery Plan, and with the Kendray Initiative Board;
- The relocation of the Youth Participation Worker's office base, to improve her integration with other youth workers involved in Kendray.

More broadly, the intervention will seek to improve the interface between young people and the community groups within the estate, and also seek to ensure that the involvement of all those working with Kendray's young people is in line with young people's own needs and wants.

The annual budget is little changed, at just under £32,000 this year and £37,000 in 2006/07. KNMP will meet just over a third of this total, covering the salary and associated costs of the Participation Worker, and a contribution to the activity budget. The major part of the costs, notably for line management and detached and dedicated youth worker support, will be met by Barnsley Youth Service.

Progress on the new project will be reviewed by KNMP, and reported to Kendray Initiative Board, at six-monthly intervals.

Key Issues

Factors hindering delivery include institutional issues and reorganisations, which are essentially beyond the control of the Pathfinder, and local barriers, which, at least in principle are more amenable to influence, but are also very difficult to change, particularly in the short term.

The first group, institutional issues, have not undermined the project, which is concerned with direct interaction with particular groups and individuals, but they have at times been the source of some frustration with regard to the wider youth engagement agenda. Barnsley Youth Service has suffered from severe staff shortages, limiting the extent of effective support: this could be an important constraint on the new project, although we understand that the problem is now being addressed. Also, to date, it has proved difficult to involve Connexions, apparently because of organisational changes, and difficulty in identifying the relevant responsible individual. And it has proved difficult to engage with the promoters of the new Academy, although the Neighbourhood Manager is optimistic that this can be addressed during 2005/06.

Potential local barriers include the introduction of ASBOs, which can provide a valuable tool and enable communities to take a share of responsibility, but which, if used irresponsibly, can also polarise communities and raise expectations that cannot realistically be fulfilled. In Kendray, the use of Section 30 orders has been discussed openly, and managed through a careful process of consultation and communication. This has included a successful local Youth Summit, attended by about 50, which was held to ensure that the views of young people are heard.

(4) Evidence of Results

Impact on mainstream service providers' behaviour in improved services

KNMP has been used by Barnsley Council as a test-bed for locally-based approaches. The Youth Service was already interested in young people-centred work, and we understand that the recent OfSTED report the Youth Service complimented the Borough on its overall approach.

BYS has shown increased commitment to this approach in Kendray, in funding the involvement of its dedicated team in the Youth Participation Project. This is also demonstrated by BYs offer to pay for most of the time of the Kendray Youth Participation Worker during the second and third years, an offer that was not taken up by Kendray Initiative Board, which wanted to ensure that dedicated resource was ringfenced

The key manager at BYs continues to serve on the Board.

Despite the evident interest in mainstreaming, resources will not, in the foreseeable future, allow the Kendray approach to be applied, at the same intensity, through the rest of the Borough. And there are mixed views regarding the earlier closure of the Youth Club, and whether the project-based approach – which continues to use the same facilities – is an improvement, or would ideally be complementary to this. The limitations of the earlier Youth Club, and the importance of ensuring that youth work could continue to use Kendray Resource Centre at the heart of the estate, are, however, also recognised.

We understand that the achievements of the Participation Project, in engaging hard-to-reach young people, as well as the enthusiasm among those involved and the local community, have been duly noted by the Council. There is evident interest in spreading proven approaches and good practice across the Borough, even if this is necessarily in a more diluted form, already another Participation Worker operates part-time across an area equivalent to Kendray and the neighbouring area of Worsborough. And the Borough is piloting an approach under which elected members become directly involved in assessing local area issues and needs for youth support, and recommend where resources should be directed.

Also, KNMP's Policy Development Officer, who has been on secondment from Barnsley Council, is shortly returning to BMBC with a brief to spread good practice at neighbourhood level, and to involve all service providers as appropriate.

Capacity for sustainable renewal

Kendray Initiative Board has proved its effectiveness, and the Chairs who took over in 2004 are now well-established. Available survey evidence on local perceptions confirms the community's belief that conditions are improving, including falling crime statistics – which was particularly associated with local people – and fear of crime. Also, the aspiration to build on this progress through actively working with young people has been restated by the Board on behalf of the community.

The Board is currently seeking ways of bringing specific YPP activities, and those participating in them, onto its agenda, but is deliberately not doing this through formal representation.

During consultation exercises, the young people themselves have expressed interest in the regeneration of the area, and specifically in building links to Kendray Initiative Board. Although members of the initial cohort will develop other interests, and some will probably move away within the next two years, a momentum has been created through which others are already becoming involved. It is recognised that this widening will not happen automatically; the new project has been designed to enable a wider range of activities and to create opportunities for involving different age groups in different ways.

Strong working relationships link the Youth Participation worker to the KNMP team, as well as to Barnsley Youth Service, and the other members of the team. The Principal Youth Officer, for the BYS, to whom both the Operations and Voices teams report, was directly involved in defining and negotiating the new project. Through the Neighbourhood Manager, who has also taken a close interest in the project, there is a strong link to KIB, and also to the Local Strategic Partnership, 'One Barnsley'.

Impact on community involvement in decision-making about services

The involvement of young people in the design and realising of new facilities has meant that community involvement in Kendray, and in taking responsibility for the future of the neighbourhood, has been widened and strengthened. New capacity has been created through the Project; wider interest in the results have created opportunities for young people to 'tell the story' outside Kendray; there is both interest and potential for widening and deepening the range of activities undertaken, which will be followed up in the next stage of the Project.

Impact on the neighbourhood

The project has had a markedly positive influence on the young people involved, and also helped deliver the physical improvement of a highly visible open space at the centre of Kendray in a way which is more likely to contribute to permanent regeneration. Young people have become positively engaged and gained confidence through the realisation that they had helped shape a major scheme.

The importance of the Project to the local community is well recognised by the Board as well as by the KNMP team – it has brought the community closer together.

While there is evidence of change in objective conditions in Kendray, and in the educational performance of young people, these improvements cannot be attributed directly to the Participation Project. But there is a consensus that it has played an important role in changing perceptions, and in making Kendray a more cohesive community, and one where people are happy to live. The Principal Youth Worker, who of course has a much wider remit, noted that he had observed a more positive attitude towards young people from the Kendray community representatives.

(5) Conclusions

The Youth Participation Project has achieved its main objective, that of encouraging participation among young people who would not otherwise have become constructively involved in the neighbourhood. It complements other actions taken by the NMP, which aim to improve engagement in education and sports, and through this, life chances. Not all the individual actions have been realised as planned, but the involvement of a key group in their mid-teens has provided the basis for widening the initial focus. A young resident met in the course of this review was keen to emphasise how the Project had changed her views, as well as providing new opportunities. There is also evidence that YPP has helped to create better informed and more positive attitudes to young people among older members of the local community.

The key to success has been the Youth Participation Worker, and the way in which she has worked. The support – and enthusiasm – of Barnsley Youth Service has also been a major factor, together with the willingness of the KNMP and Kendray Initiative Board to adopt what was initially seen by some as a high visibility project with a fairly high risk of failure.

Lessons

- Engagement of hard-to-reach young people will work best through outreach and communication on their own terms, rather than seeking to involve them in other community structures: YPP has helped demonstrate this, and reinforced the approach within BYS.
- The right type of person – age, outlook, style – is needed to do this, working with support at neighbourhood level and from within the Council. The project has demonstrated that much can be achieved with this, even when the youth worker is young and inexperienced.
- The success of the project was assisted by having deliverable projects – the improvement of the open spaces provided a focus for engagement, and demonstrated the results in a tangible form.
- Conditions on the estate and the young people involved can change quickly, as young people move to different interests and opportunities outside the immediate area: only when the first two conditions are in place will it be possible to embed the success achieved through individual activities, and create a more lasting change in neighbourhood conditions and the mind-set of young people.

Possible Implications

- The project worked because the right people were in place and the right supporting mechanisms, within Kendray and from Barnsley Council. Expectations were, in general, realistic, and were reviewed in the light of experience. Initially, the project had a fairly low profile; its success, and the subsequent publicity, has helped to embed it at both neighbourhood and District levels. But it required patience and 'sponsorship' both by the Neighbourhood Management Team and by Barnsley Youth Service to give what was essentially an intensive and informal approach time to succeed.
- There is now a significant challenge in maintaining the level of commitment achieved with a new cohort, and the different, probably more challenging, focus on the Academy and links with the Board, which are key aims alongside finding and helping to realise the young people's own agendas
- There is a danger that replication elsewhere seeks to follow a 'proven formula'. The mix of activities in this type of approach cannot be fully specified in advance, but it is important to create the space within which participation and youth workers can develop a customised approach, to review what's happening very regularly, but also to allow such a project to evolve at its own speed.

Annex

Key background documents

The following documents were used in preparing the case study:

- Kendray Neighbourhood Management Pathfinder: Year 4 (2005/2006) Delivery Plan – Kendray Initiative, April 2005;
- Project Intervention Appraisal – Kendray Youth Participation Project App7, KNMP, March 2004 (*for continued intervention in 2004/05*);
- Project Intervention Appraisal – Kendray Youth Participation Project App7a – Proposal, KNMP, April 2005;
- Kendray Initiative Board Report, 9 May 2005, on Youth Participation Project App7a – next steps;
- Report of KNMP Evaluation Panel, July 2005, on NSPCC Study Support Intervention (App18): to be considered by Kendray Initiative Board, 12 September 2005;
- Barnsley Youth Service Action Plan 2005/06 – extract on Youth Participation, Kendray area;
- BYS papers on ‘Youth Summit 2005’ and ‘Update on the Section 30 Strategies’.