Youth Crime Reduction and Sport Pilot Project Evaluation Report

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1. Executive Summary

The Youth Crime Reduction and Sport Pilot Project resulted from StreetGames and the Police and Crime Commissioner (PCC) for Derbyshire successfully securing funding from the Home Office Police Innovation Fund. The project aimed to test, explore and build an evidence base to show the most effective ways to maximise the value of appropriately designed sport-based interventions to policing and youth crime reduction initiatives. The timescale for the project was April 2015 – March 2017 and it had the following aims:

- Test the effectiveness of neighbourhood sports interventions aimed at reducing demand for police service in relation to youth crime and ASB within seven existing projects in the StreetGames network (eight identified areas comprise: Derbyshire, Cheshire, West Mercia, Northumbria, Greater Manchester, North Wales, Gwent and Nottinghamshire).

- Link with Network Rail to review the effectiveness sport-based projects funded by Network Rail aimed at diverting young people away from rail track crime.

- Bring together an Expert Group from identified partners creating a task and finish group to bring together the three sectors of community safety, local government, and sport to lead and deliver this project. (including PCCs, Policing agencies, local government, Network Rail and StreetGames)

- Disseminate learning from the project to PCCs, crime agencies and the sports sector and produce a public facing document to explain the value of the work to communities as well as policing.

Loughborough University were commissioned to evaluate the programme with the aim of developing a robust evidence base resulting from an exploration of the effectiveness of appropriately delivered neighbourhood based sports interventions in reducing demand for police service in response to youth crime and ASB. The evaluation involved a literature review, development of a logic-model and qualitative case studies of eight pilot projects located in England (n=6) and Wales (n=2). The qualitative case studies involved interviews with project leads, project staff and other partners (e.g. youth service staff, parents, Police and Community Support Officers (PCSOs) involved in the local projects. Focus groups were conducted with young participants and surveys were collated at the start and end of the project. The evaluation also drew on monitoring data collated by StreetGames and data collated by the police regarding youth-related ASB. Members of the evaluation attended regular network meetings attended by project leads in order to disseminate and verify early findings.

The main aims of the evaluation were to:

- Identify the critical success factors underpinning effective sport-based projects (Process)

- Gather robust evidence demonstrating the impact of the pilot projects, drawing on relevant police youth-related ASB data in order to analyse potential financial cost savings and efficiencies, ideally achieving Maryland Scale 3 requirements (Impact)

The evaluation findings with regard to these aims are presented within this report.
Qualitative Case Study Findings

The eight sport-based pilot projects engaged 556 participants of which 69% were male and 31% female. The total number of sessions delivered was 898 and the total number of attendances by participants was 9237. These achievements exceed the targets for the pilot programme. The age range of participants was 10 years to 20+ with 46% of participants being 14-19 years old and 20% 13 years or under. The majority of participants described themselves as white (51%) but 29% did not specify their ethnicity and 28% did not specify their age (n.b. it is not uncommon for young people attending doorstep sport sessions to not wish to provide their full details).

The projects were diverse and each project reflected the local context in which it was developed. Typically projects aimed to engage at least 20 participants in a sport-based project one evening per week (Two projects offered two sessions per week) in an area that was identified as experiencing ASB issues. Football was the sport offered by most projects (n=5). Other sessions utilised boxing, dance and multi-sports. The projects can be summarised as providing:

‘A bespoke sport-based project which addresses an identified youth-related ASB issue within a disadvantaged community.’

All of the pilot projects were established as tailored responses to a particular community concern within a disadvantaged community and this need was identified using input from a number of stakeholders who were very familiar with the local area. Examples of issues included young people causing a nuisance around shops and local businesses and specific instances of ASB such as vandalism. Some of the pilot projects were newly developed whilst others were extensions to existing projects.

It is important to examine the effectiveness of the pilot projects recognising what it is reasonable to achieve with limited resources within in disadvantaged communities facing a range of complex challenges in a context of austerity. It is unrealistic to expect small-scale projects to fully address the complex issues that are relevant to the lived experiences of young people living in disadvantaged communities and the many complex contributory factors that result in young people being involved in ASB and youth crime. Some of the plans that were originally developed for the pilot projects were revised as a result of other local services being withdrawn as a result of reduced public sector spending. In spite of these wider contextual challenges the bespoke pilot projects that were developed benefited from:

- The wealth of experience of the project leads who were experienced with the StreetGames doorstep approach and who prioritised the needs of young people whilst adopting a young-person centred approach
- Coaches who were experienced in both sport and with working with young people living in disadvantaged communities who were able to create pilot projects with a clear and supportive ethos
- A sport-based offer that was attractive to young people which provided rewarding experiences for young people thereby enhancing retention of young people
• A flexible approach that enabled projects to respond to changes in the local context and to challenges that inevitably arose (e.g. coaches leaving, reductions in youth service provision)

• Sustained delivery that engaged young people in the long-term thus enabling good working relationships to be developed with young people. Where PCSOs and Neighbourhood wardens were involved these improved relationships were extended beyond the pilot project setting

• Partnerships with other organisations but the nature and extent of these varied across projects. In some cases these partnerships facilitated additional opportunities for young people to engage in. In other projects partnerships resulted in additional resources being levered. Multi-agency working also helped to ensure target individuals that were known to be engaged in ASB were successfully targeted in some projects.

The main strength of the pilot projects was the strong offer that was created for young people locally and this is reflected in the feedback from young people. The End of Pilot Survey revealed that young people were very positive about their experiences of the pilot:

• 92% of young people agreed with the statement ‘I enjoy this session’ (87% agreed ‘a lot’) and 94% of young people agreed with the statement ‘I would recommend this session to a friend’ (82% agreed ‘a lot’)

• 90% of young people agreed with the statement ‘I can have a laugh with the coach’ (73% agreed ‘a lot’) and 93% of young people agreed with the statement ‘The coaches are firm but fair’ (71% agreed ‘a lot’)

• 91% of young people agreed with the statement ‘The coach gets who I am’ (69% agreed ‘a lot’) and 89% of young people agreed with the statement ‘I can talk to the coach about things that bother me’ (60% agreed ‘a lot’)

• 85% of young people agreed with the statement ‘I have met new people here’ (48% agreed ‘a lot’)

• 84% of young people agreed with the statement ‘I have had rewards for attending this session’ (55% agreed ‘a lot’) and 89% of young people agreed with the statement ‘I have done extra activities because of this session’ (53% agreed ‘a lot’)

• 94% of young people agreed with the statement ‘I am treated with respect here’ (81% agreed ‘a lot’) and 94% of young people agreed with the statement ‘I feel part of something here’ (75% agreed ‘a lot’)

• 89% of young people agreed with the statement ‘I have learnt new things here’ (64% agreed ‘a lot’) and 78% of young people agreed with the statement ‘I am getting on better at school because of this session’ (45% agreed ‘a lot’)

• 93% of young people agreed with the statement ‘I feel better about myself because of this session’ (61% agreed ‘a lot’)

These findings indicate some of the ways in which the pilot projects offered pro-social development opportunities which were linked to knowledge about risk and protection factors. The logic model (page 36) that underpinned the pilot programme indicated that through their sports participation young people would gain skills in both the short and medium term which would then impact in the longer term on reductions in ASB. Examples of these outcomes included increased motivation, confidence, self-esteem, coping skills,
tolerance, reliability and time keeping and improved team working skills, social skills, problem solving ability, communication skills and leadership skills).

Given the positive feedback from young people about the sport-based pilot experiences it is perhaps not surprising that young people report a range of positive impacts arising through their involvement in the pilot projects both qualitatively and through the End of Pilot survey findings. The survey results indicated that a high percentage of young people self-report a number of positive changes as a result of their involvement in with the pilot projects. More than 60% of young people agreed strongly (A lot) that they were more motivated to engage in activities now, more active and more confident now, better at working in a team and able to communicate better now. Less than 10% disagreed that these changes were relevant to them. Interestingly 94% of young people agreed that they get on better with adults now (60% agreed a lot) which is an important finding given the nature of the pilot.

**Critical success factors underpinning effective sport-based projects**

A key aim of the evaluation was to identify the success factors underpinning effective sport-based projects. The projects were developed by project leads from organisations that were part of the pre-existing StreetGames network. As a result the projects leads were experienced in working with young people in disadvantaged communities and all had in-depth knowledge of their local context and communities. The project locations were identified in response to local issues using the knowledge of the organisations’ staff, anecdotal information from local stakeholders and, where possible, with reference to ASB data. There was considerable diversity amongst the projects in terms of the sports adopted, the delivery mechanisms, the facilities used and the local partners that were involved. Equally however there was also some consistency across projects including the youth centred approach which ensured that meeting young people’s needs and expectations were prioritised in developing projects. As members of the StreetGames network project leads and other staff were all familiar with the doorstep approach - sport in disadvantaged communities that takes place at the right place, at the right time, for the right price, in the right style and by the right people’ - which again influenced the design of the projects.

In the early stages of the evaluation a literature review was undertaken in order to identify what other studies had identified as being critical success factors underpinning an effective sport-based project. The review drew on both academic sources and case studies of previous projects which utilised sport-based approaches to address youth crime and ASB. In addition interviews with project leads were examined in order to identify the factors that they believed would be key to the success of their projects. As a result ten key characteristics were identified as underpinning an effective sport-based project of these five were concerned with ensuring the right ‘offer’ was made for young people and the other five were concerned with the ‘structure’ of the project.

The offer characteristics were those elements of a project which ensured that projects recruited and retained young people within the project. It was recognised that effectiveness of the projects was determined by the level of engagement of the individuals. The offer key characteristics were identified as: Right staff, Right young people, Right style and place, Attractive offer and Rewards and Rewarding offer. The pilot projects all demonstrated that they were able to meet these criteria very effectively utilising different approaches. Securing
the right coach and/or securing the right venue proved challenging for some projects initially due to limited supply.

The structure characteristics were those elements of a project which ensured the continued existence of projects and provided opportunities for young people to develop and to stay on a positive pathway. The latter point reflected the belief that for sport-based projects to be effective in the long term they needed to provide opportunities for young people to develop - that is there was a preference for developmental approaches over diversionary approaches. The structure characteristics were identified as: Clear ethos, Sustained delivery, Multi-agent/Partnerships, Personal development opportunities and Positive Pathway. Again the project leads were very effective in developing projects with a clear ethos and all were committed to sustained delivery although this was not always easy to achieve. Identifying and working with partners proved resource intensive and most projects found it very difficult to meet the aspirations they identified at the start of the project due to partners not being forthcoming or no longer operating within the locality.

The qualitative case studies offered the opportunity to explore the usefulness of the ten key characteristics and they were found to be useful in accounting for the effectiveness of the pilot projects. It became apparent that the characteristics could be aligned with different phases of the pilot project development. These were suggested as being:

- Phase 1: Foundation of project – Clear ethos and Multi agent/Partnerships
- Phase 2: Creating the ‘right’ offer for young people – Right staff, Right Style and Place, Right young people
- Phase 3 : Maintaining Engagement – Rewards and Rewarding, Attractive offer, Sustained delivery and Personal development opportunities
- Phase 4 : Maximising Impact – Sport Plus – Positive Pathway

These phases are represented diagrammatically below.
## Positive Pathway

Provide or link to opportunities for young people to continue to adopt a positive direction in their life - Informal and formal

### Phase 4: Maximising Impact – Sport Plus

<table>
<thead>
<tr>
<th><strong>Positive Pathway</strong></th>
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</thead>
<tbody>
<tr>
<td>Provide or link to opportunities for young people to continue to adopt a positive direction in their life - Informal and formal</td>
</tr>
</tbody>
</table>

### Phase 3: Maintaining engagement

<table>
<thead>
<tr>
<th>Rewards/Rewarding</th>
<th>Attractive Offer</th>
<th>Personal Development Opportunities</th>
<th>Sustained Delivery</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Recognises achievement</td>
<td>• Engaging, high quality offer (e.g. Enjoyable, challenging, energetic, varied).</td>
<td>• Focus on self-esteem, locus of control and cognitive skills that enable young people to take on greater challenges.</td>
<td>• Consistent, reliable</td>
</tr>
<tr>
<td>• Incentivises young people</td>
<td>• Organic and flexible to change over time.</td>
<td>• Clear focus on health, welfare and education.</td>
<td>• Ongoing, open-ended delivery</td>
</tr>
<tr>
<td>• Builds self-esteem</td>
<td>• Recognises the dynamic process between the participant and the programme.</td>
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</table>

### Phase 2: Creating the ‘right’ offer for Young People

<table>
<thead>
<tr>
<th>Right Staff</th>
<th>Right Style and Place</th>
<th>Right Young People</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Understand young people</td>
<td>• Needs-based and accessible delivery</td>
<td>• People like me</td>
</tr>
<tr>
<td>• Authority but not authoritative</td>
<td>• Environment that feels safe to young people</td>
<td>• Target group – Prevention or Early intervention?</td>
</tr>
<tr>
<td>• Focus on young people as well as on sport</td>
<td>• Based on clear understanding of the needs of the targeted young people (e.g. age, gender, ethnicity, problem behaviour)</td>
<td>• Positive role models</td>
</tr>
<tr>
<td>• Build long term relationships with young people</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Mentors and Role Models</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Phase 1: Foundation

<table>
<thead>
<tr>
<th>Clear Ethos</th>
<th>Multi-agents/Partnerships</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Mutual respect</td>
<td>• Facilitate access to data on which to base key decisions about delivery (When, where, why who?)</td>
</tr>
<tr>
<td>• Relationships based on trust, respect, fairness, voluntarism/choice</td>
<td>• Enhance access to stable resources and learning opportunities</td>
</tr>
<tr>
<td>• Sense of community</td>
<td></td>
</tr>
</tbody>
</table>
Potential financial cost savings and efficiencies

An aspiration for the pilot programme was to analyse potential financial cost savings and efficiencies relating to reductions in ASB. In order to do this the first approach that was adopted was to undertake a Sportsworks analysis which is concerned with predicting future cost savings based on the risk and protection factors relevant to the participants in individual projects. This analysis indicated predicted cost savings in the future of £150,543 related specifically to reduced crime and anti-social behaviour.

The evaluation also examined changes in local levels of youth-related ASB over the duration of the pilot project in comparison to the previous year in order to identify reduced calls for police service. ASB data was analysed from 5 pilot areas. In two areas statistically significant reductions in youth-related ASB were found and in another area there was a reduction in ASB but this was not statistically significant. In the remaining two areas one showed no change in ASB and another showed a small increase in youth-related ASB. In Darnhill where there was no change in ASB the youth bus service and associated youth work team was withdrawn from the area during the intervention and it may be that sustaining levels of ASB as a result was a positive outcome. In Telford where youth-related ASB increased slightly the ASB data confirms that the levels of ASB in the pilot location are consistently higher than in the control location which was matched in terms of a number of demographic similarities thereby indicating that the project was targeted in the ‘right’ location. This project was also developed in response to a particular sudden increase in ASB that was associated with one particular individual who was successfully engaged in the pilot project.

Drawing on the analysis of the two projects that indicated statistically significant reductions in the incidence of ASB a cost-benefit analysis was undertaken. Using New Economy\[1\] data for the fiscal costs of ASB, updated using the CPI, to current prices is £891.39 conservative values of savings were estimated at £413,604. The cost savings of the statistically significant identified benefits were achieved with a financial investment of £263,800 which resulted in a net saving of £149,804. This figure is based on reduced demand for police calls for service relating to youth-related ASB at two projects.

The Green Book principles document the importance of a number of factors in appraising and evaluating projects, including the comparison of benefits and costs at a common point in time, and the opportunity cost of resources invested into programmes be considered. The above calculations capture the first point but a full cost-benefit analysis was beyond the scope of this evaluation. It should also be noted that statistically significant effects were


This is a fiscal cost—that is connected with reductions in policing costs etc. and does not include economic or social costs. The Consumer Price Index (CPI) for 2003, which is the date of this value, was 75.5 if the CPI was based at 100 in 2015 which is approximately the time of the interventions. This means that the current value of the fiscal cost at the intervention period is (673x100)/75.5 = £891.39 [https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/d7bt/mm23](https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/d7bt/mm23) last retrieved 19.12.16
only identified in two intervention sites, and the scale of savings were driven, in large part, by Bright Futures. In both of these cases, moreover, no control group could be identified which means that they do not match the Maryland Scale 3 requirements. Caution should be attached therefore in making general claims from the analysis. The fiscal costs of ASB also rely on a considerably dated general source. Moving towards a more case-specific cost of ASB would clearly improve the validity of the estimated savings.

It is also important to note that it is not possible to forecast the ecological sustainability of the cost savings. Statistical modelling relies on the assumption that ASB develops out of an underlying stable data generating process. If the interventions have longer term impacts on the evolution of ASB, it would naturally become path dependent and decline reducing the need (and measured effectiveness) of the interventions. Should the innovation and attractiveness of the interventions also become perceived to be less attractive over time to the community then whilst the need for an intervention remains, the measurement of an existing intervention’s effectiveness will fall. In the absence of knowledge connected with the potential/capacity for ASB, as well as the inducements to engage in intervention programmes in an area it is difficult to assess the likely future effectiveness of the interventions outside of the evaluation study. This makes it important to monitor impact longitudinally not only in the sense of the incidence of ASB but also the social ecology within which the intervention is located and likely to engage with the community.

The ASB analysis indicates that the pilot programme highlighted the complexity of evidencing the impact of sports-based interventions on youth-related ASB using existing police data collection processes including:

- Not all police authorities record ‘youth-related’ ASB which is a requirement for the approach
- There were considerable delays in securing the data as a result of delays in identifying key personnel and gaining permissions for the data to be released. Additionally the police receive a large number of requests for data and more urgent requests are necessarily prioritised by the very limited police staff resource engaged in this activity
- Identifying ‘control’ locations has proved extremely problematic because this requires considerable insight about other locations and a consensus about what parameters should be used as benchmarks of similarity. In the one area where comparative data was provided a similar beat area was identified based on population, geography (urban) and demographics, particularly general age profile and deprivation. Similar levels of knowledge did not seem to be shared across all regions by the contacts in a position to request the data.
- Often the site of the pilot project was chosen specifically because the location is also very unique.

The analysis above also indicated that the locations in which the pilot projects took place were complex environments which gave rise to many potential confounding variables which may be unknown to the project leads and therefore the pilot programme did not neatly fit the requirements of Maryland Scale 3. Whilst the reduction in ASB was identified as the
longer term aim for the pilot projects (see logic model: page 36) and this was challenging to demonstrate the intervening short-medium outcomes were easier to demonstrate.

A final limitation of the analysis is that the pilot projects typically took place on one or two evenings per week whilst the data that has been analysed relates to youth-related ASB across whole months. There is a limit to what can reasonably be expected by such an intervention in a context of austerity which has resulted in a huge reduction in youth provision in disadvantaged communities.

Whilst it is recognised that other factors might have influenced the incidence of ASB in these project locations the analytical approach that has been adopted has the strength of providing a comparison between two different time periods. The aspiration to meet the requirements of Maryland Scale 3 and obtain comparative data for a control location for each of the pilot projects proved challenging to obtain as outlined above. It is clear that accessing such control data would enhance the approach further if these challenges can be addressed locally in by the stakeholders (PCCs, local delivery partners) involved in delivering the programme. Moreover, the provision of more localised ASB cost data would help to provide more focussed cost-benefit calculations. It remains, therefore, that longitudinal comparative data to feed into these calculations is essential in seeking to provide the most valid insights into the value of the interventions.

**Summary**

The eight pilot projects that were established through the Home Office funded programme were developed by experienced project leads from organisations within the StreetGames network. As a result they brought considerable expertise to the pilot about how to engage young people in sport-based projects in order to achieve social aims and objectives. The projects were all unique and developed to reflect the context in which they were located. Despite this bespoke approach the projects were underpinned by the same principles – ten key characteristics – and it is these that account for the success of the projects in recruiting and retaining young people in projects that were typically both diversionary and developmental. The impact and the reach of the pilot projects was greatest where the projects were able to garner support from other agencies particularly where this resulted in PCSOs and Neighbourhood Wardens being involved.

The evaluation utilised two approaches to exploring the potential cost savings of the pilot and both approaches produced very favourable figures which indicate that there is considerable potential benefit in PCCs and sports organisations working together for mutual benefit. The analysis of the youth-related ASB data indicated a number of challenges in being able to use this data beyond its original purpose. The ten key characteristics provide a useful way of ensuring that new projects are designed appropriately and they also provide a way of project leads self-evaluating existing projects.

The experiences of the pilot project indicate that the number of opportunities for young people in disadvantaged communities to engage in is reducing as a consequence of the impact of austerity and it therefore seems likely that there will be more young people left
hanging around with nothing to do. This suggests that the need for similar bespoke approaches to addressing youth related ASB is likely to remain for the foreseeable future.
2. Evaluation Overview

2.1 Introduction

StreetGames together with the Police and Crime Commissioner (PCC) for Derbyshire were successful in securing funding from the Home Office Police Innovation Fund to test, explore and build an evidence base to show the most effective ways to maximise the value of appropriately designed sport-based interventions to policing and youth crime reduction initiatives.

In summary, the project was designed in order to:

- Test the effectiveness of neighbourhood sports interventions aimed at reducing demand for police service in relation to youth crime and ASB within eight existing projects in the StreetGames network (eight identified areas comprise: Derbyshire, Cheshire, West Mercia, Northumbria, Greater Manchester, North Wales, Gwent and Nottinghamshire).

- Link with Network Rail to review the effectiveness sport-based projects funded by Network Rail aimed at diverting young people away from rail track crime.

- Bring together an Expert Group from identified partners creating a task and finish group to bring together the three sectors of community safety, local government, and sport to lead and deliver this project. (including PCCs, Policing agencies, local government, Network Rail and StreetGames)

- Disseminate learning from the project to PCCs, crime agencies and the sports sector and produce a public facing document to explain the value of the work to communities as well as policing.

The overarching timescale for the project was April 2015 – March 2017.

Loughborough University were commissioned to evaluate the programme with the aim of developing a robust evidence base resulting from an exploration of the effectiveness of appropriately delivered neighbourhood based sports interventions in reducing demand for police service in response to youth crime and ASB.
2.2 Evaluation Overview

The evaluation explored the effectiveness of appropriately delivered neighbourhood based sports interventions in reducing demand for police service in response to youth crime and anti-social behaviour (ASB).

The evaluation involved:

- A literature review providing an up-to-date review of existing evidence in relation to neighbourhood level sports based interventions in high crime areas aimed at reducing re-offending and youth related crime and anti-social behaviour.

- A review of the StreetGames neighbourhood sports interventions (referred to as pilot projects) in order to gather evidence of impact and identify the critical success factors for effective sports based interventions through:
  - The collection of feedback from a sample of: young people attending the sports sessions, project staff and relevant partners (e.g. police, crime agencies, local government);
  - A review of participant monitoring data collated by StreetGames using the Views monitoring system.
  - A review of relevant police youth-related ASB data
  - Analysis of potential financial cost savings and efficiencies
  - Designing the evaluation in order to achieve the Maryland Scale 3 to ensure the methodological qualities of the study

- A review of Network Rail projects aimed at diverting young people away from rail track crime.

Phase 1 of the study involved a literature review and developing an initial logic model for the programme in order to try and examine how and why the programme was intended to lead to the desired outcomes.

Phase 2 of the study involved gathering evidence of impact and evidence supporting identifying the critical success factors for the effective sports based interventions.
2.3 Summary of Data Collection

2.3.1 Qualitative Case studies

Qualitative case studies were undertaken for each of the eight pilot projects which were all sports-based interventions in eight locations across England (n=6) and Wales (n=2). Qualitative data was gathered using interviews with stakeholders and surveys of young people in order to examine stakeholder perspectives in regard to impact and critical success factors relevant to each intervention/project. These activities are summarised by stakeholder:

1. **Project managers** – Telephone interviews with all project managers at the start, middle and end of the pilot.

2. **Project staff involved in running the sessions** – a combination of face to face interviews and telephone calls with the sports coaches, youth workers and young volunteers at the projects. These took place on at least one occasion and in some projects on more occasions.

3. **Participants** – Feedback was obtained from participants at the sessions in the majority of projects (with the exception of North Wales due to the short duration of the sports delivery)

4. **Parents** – in one project (the Westy Boxing Club) feedback was obtained from the parents of the young people attending the session.

5. **Partners** – a range of different partners were interviewed where possible in October/November 2016 in order to gain their reflections on the impact of the pilot projects. Partners included a local housing association, youth service staff, PCSOs and a local authority locality officer.

The evaluation team also attended quarterly networking meetings where project leads discussed their progress to date and identified challenges and opportunities arising locally relevant to their sports-based interventions.

The data collection processes and interview guides were informed by the Youth Justice Board Asset plus assessment framework and sought to examine issues including:

- Contextual information relevant to the local area
- Opportunities and challenges in young people’s lives in the locality
- Key partners relevant to the intervention/project
- The rationale for the intervention design
- Aspirations for the intervention/project
• Opportunities and challenges presented by the intervention/project
• Sustainability and future plans
• Relationships between partner and young people in the local area
• Relationship with StreetGames
• Lessons learnt and effective practice

In keeping with the Youth Justice Board Asset plus assessment framework the issues examined were categorised across three themes:

• Personal, Family and Social Factors
• Offending and ASB
• Foundations for Change

These are summarised in Table 1.

Table 1: Data collection processes informed by the Youth Justice Board Asset plus assessment framework

<table>
<thead>
<tr>
<th>Personal, Family and Social Factors</th>
<th>Offending and ASB</th>
<th>Foundations for Change</th>
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<tbody>
<tr>
<td>Life beyond the StreetGames project</td>
<td>Problematic behaviours</td>
<td>Role of sport and physical activity in young people’s lives</td>
</tr>
<tr>
<td>Risk factors</td>
<td>Relationships with police and other crime agencies (Offending and ASB)</td>
<td>StreetGames approach to sport</td>
</tr>
<tr>
<td>Supportive factors</td>
<td></td>
<td>Levels of engagement with the intervention/project</td>
</tr>
<tr>
<td>Role of Sport and Physical Activity in life (over time)</td>
<td></td>
<td>Experiences of the intervention/project</td>
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<tr>
<td></td>
<td></td>
<td>Future plans aspirations</td>
</tr>
</tbody>
</table>

In addition to interviews the case studies also included Start of Pilot and End of Pilot Participant Surveys as outlined below.

**Start of Pilot Participant Surveys**

Young people (n=27) from three of the pilot projects (Newstead, Sinfin and Bright Futures) completed Participant Surveys at the start of the pilot. The surveys were completed at the first evaluation visit the presence of the researcher. There were a number of practical issues that meant that the surveys were not completed at the other projects including heavy rain at outdoor venues and young people not being willing to complete paper surveys.

The survey drew on the self-assessment Youth Justice Board Asset ‘What do You think?’ approach. The young people were provided with a series of statements that
described ‘Some young people’ and they were asked to state how much the statements were like them. A copy of the survey is included in Appendix 2.

End of Pilot Participant Surveys

The End of Pilot Participant Survey was developed in order to examine young people’s:

- Motivations for attending the pilot projects
- Views on the delivery of the pilots focusing on the identified ingredients of a successful project characteristics
- Views on any potential changes that had occurred as a result of participation in the project
- Feelings on being part of their community
- Subjective well-being

The survey completion was supported by project staff. End of pilot surveys were completed by 115 (20% response rate) young people from six of the pilot projects and of these 44% were male and 56% female. Half of the participants were aged 10-13 years, 34% were 14-15 years, 14% were 16-19 years older with the remaining 2% aged 20 plus. The majority of the participants described their ethnicity as White (85%). A further 8% described their ethnicity as Black with the remainder stating either Asian(1%) or Chinese (1%) or not specifying their ethnicity.

2.3.2 Monitoring Data

Monitoring data was collated for all the projects by StreetGames utilising their existing collection procedures via the online system Views. This data included:

- Total number of participants
- Age and ethnicity of participants
- Number with a disability
- Total number of sessions
- Total number of attendances
- Retention rates
- Engagement/Referral route
- Qualifications gained

2.3.3 Quantitative Data

A key aim of the Youth Crime Reduction and Sport pilot was to reduce demand for police service in response to youth crime and ASB. In order to examine the impact of the pilot on demands for police service it was recognised that conducting a quasi-experimental evaluation was complex as inferring cause and effect is difficult (Sherman et al, 1997). Not
only is data required that suggests change has happened evidence is also required that indicates whether any change that has occurred is due to the intervention being researched or due to other confounding variables.

The evaluation trialled an approach to examining local ASB data in the pilot areas over a two year period in order to examine whether there had been a decrease in ASB over the intervention period. Across the range of projects, ASB data was collated for two years – one year prior to the pilot and the year of the pilot. An attempt was made to contribute some quantitative insight into the impact of the project by comparing the monthly number of youth related ASBs both before and during the project taking place. By utilising a control area in one region this approach was consistent with Maryland Scale 3. New Economy data was then utilised in order to assess potential cost savings arising from the reduction in youth related ASB calls for service.
3. Process Evaluation

3.1 Programme Context

The minimum age of criminal responsibility in England, Wales and Northern Ireland is set at 10 (UNCRC, 2008) which is much younger than is typical within Europe more broadly where 14 or 15 is more common. England and Wales have high rates of youth custody - second in absolute numbers only to Turkey in Europe (Aebi & Delgrande, 2009).

Youth deviancy has been a concern for a number of decades and was a significant feature of the Labour Party’s time in office (1997 to 2010). Of particular concern were those that are socially marginalised and this led to the Respect Task Force (2006) stating a focus on establishing ‘purposeful activities’ that ‘encourage and enable children and young people to contribute to communities and help divert them from anti-social behaviour’.

The Youth Crime Action Plan began in 2008 with a budget of £100 million over 2.5 years and aimed to reduce the number of young people entering the criminal justice system by 20 per cent by 2020. The main strands of work were: Family intervention programmes, a common assessment framework, permanent exclusion from school being treated as a trigger for preventative action, Safer Schools Partnership and increased police-school liaison.

The government’s five-year crime prevention strategy (Home Office, 2015) emphasised the role of community safety partnerships (CSPs) in addressing crime in local communities, and particularly in disadvantaged communities or those with high levels of social exclusion. The government’s ten year strategy for young people introduced in 2007 (Department for Children, Families and Schools/HM Treasury, 2007), also emphasised the role of sport and other positive activities for young people in reducing involvement in crime and anti-social behaviour and improving attainment.

CSPs foster closer working relationships between the police, health providers and local authorities (and other partners such as probation services). One of the priorities for community safety in addressing crime and anti-social behaviour through this kind of multi-agency working is the provision of youth sport and activities in local communities (Sport England, 2008).

Although the number of young people in the Youth Justice System has continued to decline in the latest available figures (2013/14) released by the Youth Justice Board in January 2015, the number of 10-17 year olds being arrested was 126,809 (accounting for 11.8% of all arrests). Accordingly, this is one reason why the Independent Commission of Youth Crime and Antisocial Behaviour (2010) stated that youth crime and anti-social behaviour were costing over £4 billion. A consequence of this has been an elevation of political awareness to provide locally-based interventions to tackle crime and divert young people away from a criminal pathway.
Anti-Social behaviour includes vandalism, graffiti, intimidation, and nuisance neighbours. Public Order offences include Anti-Social Behaviour. In 2010/11 there were 15,499 recorded crime of public order committed by 10-17 year olds (Youth Justice Board, 2010/11 Table 4).

Between 1999 and 2010 20,335 ASBOs were issued and of these 7,785 were issued to juveniles (91% male) (Home Office, 2010).

As Vassallo et al. (2002) note adolescence is a crucial time for the emergence of anti-social behaviours which can result in costs to individuals, families and the wider community. They note that the evidence suggests that for most young people antisocial behaviour is transitory and that young people can be classified as:

- Low/non anti socials - Individuals who do not engage in antisocial behaviour
- Experimenters – Individuals who engage in antisocial behaviour for a relatively short period of time and then desist
- Persisters - Antisocial behaviour is much more stable, often starting at an early age and continuing well into adulthood

Using data from the longitudinal Australian Temperament Project (Vassallo et al. 2002) which tracked 844 children from childhood to adulthood they sought to identify precursors of anti-social behaviour. The study found no differences between experimenters and persisters before primary school (5-6 years) but beyond this there were clear and consistent differences whilst differences between experimenters and low-non antisocial groups did not differ until adolescence. The key findings from the study were:

- Some degree of antisocial behaviour is normal in adolescence
- Early interventions to divert children from pathways to persistent antisocial behaviour are most appropriate during the primary school years whilst interventions targeting experimental antisocial behaviour need to be multi-faceted and focus on early secondary years
- Persistent antisocial youth exhibit a clear profile – they were more aggressive, more disinhibited and more temperamentally reactive from mid-childhood onwards, they exhibited lower social competence and associated more frequently with deviant peers.
- Precursors for males and females were similar
- The role of the family was seen to be less powerful in impact than individual child characteristics but within-family processes (parent-child relationship, degree of warmth and conflict, alienation from parents, marital conflict) were important to group differences. Parenting style was also important with parents of antisocial young people being less warm, more harsh and prone to use lower monitoring.
- Weaker levels of attachment to secondary school and more troubled adjustment to transition to secondary school were evident in the antisocial groups

Some authors have noted that concerns about youth crime tend to be most evident in more disadvantaged urban areas where young people actively pursue ‘Street-Life’ making them more visible than other young people and this can increase their risk of being arrested compared to other young people (McAra and McVie, 2005).
3.2 Pilot Programme Overview

The programme was devised and managed by StreetGames. Consistent with other programmes delivered by StreetGames this programme was developed using the existing network of organisations in addition to new Police and Crime Commissioner (PCC) partners in eight locations across England and Wales. Localised sports-based projects were initiated in eight pilot areas.

Project leads were responsible for the development of the pilot projects. The pilot project leads were supported by the programme lead and by other members of the StreetGames network.

Quarterly network meetings took place which enabled the project leads to meet on a regular basis with each other and with StreetGames staff. The meetings offered an opportunity to share experiences and to discuss the challenges they were experiencing in delivering their projects. Project leads were also able to meet their PCC contacts over lunch at the meetings. The afternoon sessions were attended by PCC representatives, StreetGames staff and the evaluation team. Again these sessions enabled attendees to share their experiences and relevant information to enhance the delivery of the project. The evaluation team attended these meetings in order to share early learning and also to gather additional insight from project leads.

3.3 Overview of the pilot projects

Each of the pilot projects was required to:

- Complete a delivery plan and budget
- Deliver a minimum of 1 sport/physical activity session per week for 48 weeks
- Target 10-25 year olds from disadvantaged areas
- Engage a minimum of 20 young people in the intervention – males and females
- Deliver the intervention in a high crime area
- Engage closely with local Youth Offending Team/s and develop a strong link between the PCC and YOTs
- Participate fully in the Programme Evaluation
- Attend a series of scheduled meetings.

Project leads completed an initial delivery plan outlining the nature of their project and the aspirations for the project. There was considerable diversity in the both the types of projects developed and the aspirations for the projects but all projects shared the aspiration to impact positively on reducing youth related ASB. A brief overview of the projects is provided in Table 2.
Table 2: Brief Summary of Pilot Projects

<table>
<thead>
<tr>
<th>Project</th>
<th>Project Partners</th>
<th>Location</th>
<th>Brief overview of project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Westy</td>
<td>Livewire, Warrington Wolves Cheshire Police and PCC</td>
<td>Community Centre</td>
<td>Two sessions for different age groups on a Wednesday evening using Boxing as an engagement activity.</td>
</tr>
<tr>
<td>Newstead</td>
<td>Gedling Borough Council</td>
<td>Youth Centre</td>
<td>Multisport session on a Monday evening.</td>
</tr>
<tr>
<td>North Wales</td>
<td>Denbighshire County Council Denbighshire PCC</td>
<td>Youth Centre</td>
<td>Boxing session on a Monday evening.</td>
</tr>
<tr>
<td>Bright Futures</td>
<td>Bright Futures Northumbria PCC</td>
<td>Leisure Centre and School (MUGA and Hall)</td>
<td>Two different sessions offered. Friday night was initially a dance session targeting young women. Evolved into a sports leader’s course. Wednesday was a football session at local school. Also offered 6 week Yoga session in the summer at the same school.</td>
</tr>
<tr>
<td>Rochdale</td>
<td>Link4Life Greater Manchester PCC</td>
<td>MUGA</td>
<td>Football based session.</td>
</tr>
<tr>
<td>Sinfin</td>
<td>Sporting Futures Derbyshire PCC</td>
<td>MUGA</td>
<td>Football based session.</td>
</tr>
<tr>
<td>Telford</td>
<td>Telford and Wrekin LA West Mercia PCC</td>
<td>MUGA</td>
<td>Football based session.</td>
</tr>
<tr>
<td>Gwent</td>
<td>Gwent PCC</td>
<td>3G pitch Supermarket Car Park</td>
<td>Football based session</td>
</tr>
</tbody>
</table>

Skateboard session.
3.4 Participants in the pilot

Monitoring data revealed that:

- The total number of participants in the programme was 556 of which 69% were male and 31% female.
- The total number of sessions was 898 and the total number of attendances by participants was 9237.
- Of the total participants 1.6% described themselves as having a disability.

StreetGames projects typically work with young people aged between 14-15 years. However for this particular pilot it was agreed that the target age range would be extended from 10 – 25 years due to 10 being the age at which young people can be criminalised. Furthermore it was agreed that those sitting outside of this age range (most likely under 10’s) would not be excluded from participating subject to safety and practicality issues being satisfied. The age and ethnicity of participants in the pilots are summarised in Tables 3 and 4.

**Table 3: Age of Participants**

<table>
<thead>
<tr>
<th>Age</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 10 years</td>
<td>2.3</td>
</tr>
<tr>
<td>10 – 13 years</td>
<td>17.6</td>
</tr>
<tr>
<td>14 – 15 years</td>
<td>23.4</td>
</tr>
<tr>
<td>16-19 years</td>
<td>22.7</td>
</tr>
<tr>
<td>20+ years</td>
<td>6.1</td>
</tr>
<tr>
<td>Not specified</td>
<td>28.2</td>
</tr>
</tbody>
</table>

**Table 4: Ethnicity of Participants**

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>50.7</td>
</tr>
<tr>
<td>Black</td>
<td>2.0</td>
</tr>
<tr>
<td>Asian</td>
<td>2.9</td>
</tr>
<tr>
<td>Mixed</td>
<td>0.7</td>
</tr>
<tr>
<td>Chinese or other</td>
<td>0.4</td>
</tr>
<tr>
<td>Not specified</td>
<td>29.0</td>
</tr>
</tbody>
</table>

The ethnicity of the participants involved in the pilot was reflective of the locations in which the projects were set. The pilot programme was intended to involve a minimum of 160 participants (20 per project) aged 10-25 and therefore the programme exceeded the initial target considerably.
3.5 Identifying the Key Characteristics of an Effective Sport-Based Project

The timing of this programme clearly coincides with the launch of the UK government’s new strategy for Sport and Physical Activity Sporting Future (DCMS, 2015) which focusses on the achievement of five key outcomes: physical wellbeing, mental wellbeing, individual development, social and community development and economic development through sport and physical activity.

A primary aspiration for the evaluation of this programme was to identify the critical success factors for effective sport-based interventions in achieving identified outcomes and as such the learning from this programme makes a contribution to better understanding how participation in sport and physical activity can result in positive outcomes for young people and their communities.

In order to achieve this task two activities were undertaken initially.

- A literature review examining previous work on what constitutes an effective sports intervention. This review examined a range of different literature and also drew on examples of effective practice in order to distil the common elements that were identifiable within these successful projects (Sub-section 3.5.1)

- Development of a logic model and theory of change which aimed to capture how and why the projects would impact on reducing ASB (Sub-section 3.5.2)

As a result of these activities ten key characteristics were identified as being relevant to designing and delivering an effective sport-based intervention project. These characteristics are outlined in Sub-section 3.6.

The usefulness of the key characteristics in accounting for the effectiveness of the pilot projects were then examined through the case studies of the eight pilot projects and this is discussed in Sub-section 3.7.

The key characteristics are re-examined in Sub-section 3.8 in the light of the experiences of the pilot project stakeholders.
3.5.1 Literature Review – What Works?

This sub-section summarises the learning gained form previous studies about ‘what works?’ in terms of reducing youth crime and ASB. It considers:

- Theoretical perspectives and the implications for sport-based practice
- Mechanisms and Opportunities for Youth Crime and ASB reduction through sport-based practice
- Classification of sport-based Youth Crime and ASB reduction practice

Theoretical Perspectives

Within the literature, Hartmann (2006) refers to the inadequate understanding of criminological theories with regards to their use in the effective management of individual programmes. Theories have been drawn on from different academic disciplines including psychology (typically concerned with individual and group behaviour) and sociology (typically concerned with social behaviour and society).

Labelling Theory argue that all behaviour is normal, yet society labels what is right and wrong through the application of rules and sanctions (Becker, 1963). Blythe and Solomon (2009: 94) argue that the ‘processes of arrest, charge, prosecution, trial and sentence – serve to apply ‘offender labels’ to children and young people and, in so doing, confirm delinquent activities’. Sports-based projects therefore offer an opportunity for young people to avoid negative labelling and/or be positively labelled.

Hirschi’s (1969) Social Bonding Theory proposes that social bonds and relationships can enforce moral standards and prevent individuals from deviance. Hirschi focused on four elements of social bonding: family; institutions; involvement in activities; and a belief in these elements as important to the individual. Sports-based projects therefore offer an opportunity for young people to create the necessary bonds with project delivery staff and fellow participants in order to avoid engaging in criminal behaviour.

Social Learning Theory emphasise learning through observation and replication of social behaviour - both positive and negative (Bandura, 1977). Sports-based projects therefore offer an opportunity for young people to witness positive behaviour and also learn that breaking the rules of sport can lead to negative sanctions and that rules can help develop self-discipline, particularly around aggression and violence.

Sociological theories recognise that the development of children and young people occurs within in social context and necessarily they are influenced by, and have influence on, other individuals and organisations within their communities. Bronfenbrenner’s ecosystemic theory of human development suggests that young people develop progressively more complex concepts and ways of behaving within ‘communities of discourse and practice’ that function at many levels. At the centre of this model is the individual young person. Young people move from peripheral to central participation in a variety of overlapping communities at the school or neighbourhood level, and potentially at the national and international level.
The implications of these theories for designing a sport-based intervention aimed at reducing ASB are summarised in Table 5.

### Table 5: Theoretical Perspectives

<table>
<thead>
<tr>
<th>THEORY</th>
<th>MEANING</th>
<th>IMPLICATIONS FOR SPORT-BASED PRACTICE</th>
</tr>
</thead>
</table>
| Labelling theory (Becker, 1963; Blythe and Solomon 2009) | Involvement in the offending system can apply ‘offender labels’ to children and confirm delinquency.                      | • Integration of young people into doorstep sport sessions which are not labelled/ named as reducing youth crime/ ASB can avoid this labelling and stigma.  
                                                                                             |                                                                                                         | • Positive experiences at doorstep sport sessions give young people the opportunity to see themselves and their lives differently.  
                                                                                             |                                                                                                         | • Adults have the opportunity to view young people more positively in a different setting.                 |
| Social bonding theory (Hirschi 1969) | Social bonds and relationships can enforce moral standards and deter young people from offending behaviour.                   | • Young people have the opportunity to create positive bonds with adults such as the project manager, coaches and volunteers whilst being involved in sport sessions.  
                                                                                             |                                                                                                         | • In some instances, a project staff member might become a ‘significant adult’ for a young person and support them to make different decisions and change their behaviour.  
                                                                                             |                                                                                                         | • Young people have the opportunity to develop positive bonds with other participants and create new friendship groups.  
                                                                                             |                                                                                                         | • A young person’s engagement with other agencies through sport can help to develop a wider personal network.  
                                                                                             |                                                                                                         | • Wider social networks can contribute to increasing a young person’s social capital.                       |
| Social learning theory (Bandura, 1977) | People learn through observing others and then initiate these behaviours, both positively and negatively.                  | • Rules in sports sessions can help some young people to develop self-discipline, especially around aggression and violence.  
                                                                                             |                                                                                                         | • Project staff can be seen by young people as positive role models.                                      |
| Ecosystemic Sociological Theory (Bronfenbrenner) | Young people interact with their communities and learn through engaging with different communities                        | • Tensions and conflicts in sports sessions can be used by project staff to model positive ways of dealing with conflict                                                   |
                                                                                             |                                                                                                         |                                                                                                         |
Mechanisms and Opportunities for Youth Crime and ASB reduction through sport-based practice

Nichols (2007) identifies three different mechanisms for sports programmes impacting on crime reduction:

- **Diversion** – Diverts the young person from the place or time when a young person is most likely to get involved in crime.
- **Deterrence** - Makes it less likely that a young person will offend if they think they are more likely to get caught
- **Pro-social development** - Combines ‘risk and protection factors with a model of self-development, facilitated by parallel increases in self-esteem, locus of control and cognitive skills’.

With a direct focus on preventing offending and positive self-development, sports-based interventions are often perceived to be a cheaper and effective alternative to traditional punishments.

According to Chamberlain (2011: 1), sports-based interventions ‘are taken to cover sporting initiatives that are organised and run jointly by a mixture of criminal justice agencies, sporting professionals, charity organisations and community-based volunteers, and which share in common the aim of providing young people with diversionary pathways away from an adult criminal career’. This multiagency approach should, therefore, allow for service provision to be delivered through more effective strategic partnerships at a local level.

The following opportunities have been identified within the literature as having an impact on reducing youth crime. Sport-based interventions can be characterised as:

- **Dissuading young people from a criminal pathway** through access to skills training and support – often ‘pre-offence’. Often young people at risk of crime do not possess any educational qualifications and are often facing low-esteem and self-doubt (Faulkner and Taylor, 2005).
- **Tackling structural inequalities young people face** (lack of opportunity, employment, poverty etc.) allows them to show their talent and gain respect and support as an ‘alternative to educational underachievement, blocked aspirations and low esteem’ (Chamberlain, 2011: 3).
- **Developing ‘a feel for the game’**, which translates into interpersonal skills which are thought to enhance social interaction and social exchange (Scrambler, 2005).
- **Reducing social marginalisation and increasing life chances** - As argued by Sherry and Strybosch (2012: 314), sport is a ‘viable catalyst for addressing social marginalisation, as the socialising experiences that come with sport participation will produce the attributes needed to increase life chances for programme participants’.
• **Providing targeted educational opportunities for young people** - Kelly (2012) argues sports-based interventions can not only look to change offending behaviour, but also focus on health, welfare and educational issues.

**Classification of sport-based Youth Crime and ASB reduction practice**

The literature review indicated that previous projects aimed at preventing youth crime can be classified according to a number of different elements including:

- The risk level of the participant
- Aims of the project – diversionary vs. developmental

**Risk level of participant**

Nichols (2007) argues that projects can be categorised based on the risk-level of the participant. The ‘primary’, low risk category is aimed at interventions that ‘modify’ the conditions that are likely to be a risk to offending such as improving the community and reducing neighbourhood disadvantage. The ‘secondary’, medium risk category is ‘the early identification of, and intervention in, the lives of those in circumstances likely to lead to crime’. The ‘tertiary’, high risk category is focused on interventions with those already identified as offenders and working towards prevention of reoffending. However, as Nichols notes, some programmes may include work in more than one category.

Chambers et al. (2009) state that the best prevention programmes target known risk factors for offending and operate at throughout the different stages of children’s development with age appropriate, context specific support. Chambers et al identified ten risk-focused crime prevention programmes that work as evidenced through rigorous scientific research to prevent delinquency and criminal behaviour. These programmes included The Life Skills Training (LST) programme, Triple P-Positive Parenting Program, Functional Family Therapy (FFT) Multisystemic Therapy, Big Brothers Big Sisters (BBBS) and Youth Inclusion Programme (YIPs). The programmes were described as all sharing the following common features:

- Focus on the risk factors that increase the likelihood of offending behaviour
- Work in the community rather than custodial settings as much as possible
- Focus of the offender’s specific behavioural and skill needs, taking into account gender, age, ethnicity and cultural identity
- Involve many agencies in order to offer the offender a range of opportunities for personal, social, economic and educational development
- Target high and medium-risk offenders rather than being universal
- Demonstrate ‘programme integrity’ that is – aims, methods, resources, staff, training, support, monitoring and evaluation that are integrated and consistent

**Diversionary vs. Developmental Approaches**

Coakley (2011) stated that any intervention programme should avoid just taking young people ‘off the street’, but instead provide opportunities for a positive direction in their life through the range of services each programme has at its disposal. By way of illustration,
Chamberlain (2013: 1285) suggests how programmes should ‘place significantly more emphasis on professionally led counselling, mentoring, life-skills training and educational programmes, for supporting young people to change their offending behaviour and connect with a pathway to work’.

Based on the experiences of the Positive Futures programme Crabbe et al. (2006) question the value of a diversionary approach stating that:

’Sport only has a value within a social and personal development approach’.

They drew a distinction between a ‘diversionary’ and a ‘developmental’ approach adopted by individual projects and these distinctions are summarised below in Table 6.

Table 6: Comparison of ‘Diversionary’ and ‘Developmental’ approaches to youth crime reduction

<table>
<thead>
<tr>
<th>Diversionary Approach</th>
<th>Developmental Approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Providing alternative ‘beneficial’ activity to anti-social behaviour, substance misuse etc.</td>
<td>Using activity as a gateway to ongoing personal development</td>
</tr>
<tr>
<td>Fixed outcomes as targets (e.g. crime reduction figures)</td>
<td>Open-ended outcomes (e.g. distance travelled of participants)</td>
</tr>
<tr>
<td>Mass participation as indicators of success</td>
<td>Quality of engagement as an indicator of success</td>
</tr>
<tr>
<td>Belief in the intrinsic value of the activity itself (sport, physical activity)</td>
<td>Focus on values of wider personal development which might be facilitated by use of activities rather than a belief in the activity’s intrinsic value</td>
</tr>
<tr>
<td>Short or fixed term delivery</td>
<td>Ongoing, open-ended delivery</td>
</tr>
<tr>
<td>Structured schemes of work or programs of coaching</td>
<td>Flexible, organic, local development and readily adaptable activities</td>
</tr>
<tr>
<td>Authoritarian, based on discipline</td>
<td>Mutual respect, based on trust</td>
</tr>
<tr>
<td>Doing something programme leaders think is worthwhile</td>
<td>Doing something the young person thinks is worthwhile</td>
</tr>
</tbody>
</table>


3.5.2 Development of Logic Model and Theory of Change

A theory of change provides a way of attempting to explain how and why an intervention works and enables a systematic examination of the links between activities, outcomes, and contexts of the intervention.

An effective Theory of Change should be plausible, testable and informed by key stakeholders. A Theory of Change is valuable because of its capacity to determine whether key assumptions and programme theories are supported through data collection and analysis and importantly to indicate how and why changes occur across the course of a programme.

The theory of change underpinning a programme can be represented visually using a ‘logic model’. Logic models help to clarify and make explicit basic assumptions about a programme. They provide an opportunity for stakeholders to have a shared understanding regarding the factors implicit in the success of the programme such as the challenges ahead, the predisposing factors, the potential facilitators and constraints, the resources available, the interdependencies between activities and deliverers, and the timescales.

There are six aspects relevant to developing a logic model, each one requiring the elaboration of a key aspect of the programme’s theory:

a. The problem or issue to be addressed
b. The needs/assets of the target group
c. The desired results from the intervention
d. The factors influencing the impact of the programme
e. The strategies or practices to be employed
f. The assumptions underpinning the whole exercise

Each of the six aspects is discussed below.

a) The problem or issue to be addressed

There was a shared understanding amongst projects leads from the outset that the issue/problem to be addressed was focused on reducing youth related ASB however some projects aspired also to have an impact on young people as victims of crime. For example one project targeted girls as an extension of the organisations focus on preventing child sexual exploitation.

Many project leads reported that where ASB hot spots existed it was local businesses that were experiencing the consequences of ASB. Young people were congregating in public spaces and this had caused friction with shopkeepers and other members of the community and had led to negative perceptions of young people being common as a result.
b) The needs/assets of the target group

The early stages of the programme involved project staff identifying an ASB ‘hot spot’ area and then developing an offer for young people in that area. Some of the pilot projects were new projects in areas that the organisations had not previously worked in whilst other projects extended existing projects to include an additional focus on preventing ASB.

All projects engaged in some kind of consultation with stakeholders who had knowledge about ASB hotspots in order to identify target areas in which to develop projects. They also engaged in consultation with young people in the identified areas in order to identify their needs and to identify sports that would appeal to the young people.

The StreetGames doorstep approach was considered by deliverers to match the needs of the targeted young people because the delivery would happen in their community in a style that met their needs and expectations. In a number of the project locations it was noted that the young people do not go to venues (including their own schools) outside of their local area hence the need for the doorstep approach.

c) The desired results from the intervention

Again there was considerable agreement amongst stakeholders that engaging young people in sport would enable staff to build strong and ongoing relationships with young people over time. Through engaging in sport, working with experienced staff and engaging in positive activities it was envisaged that this would lead to a reduction in ASB in targeted areas.
<table>
<thead>
<tr>
<th>Location</th>
<th>Desired Results</th>
</tr>
</thead>
</table>
| **Westy** | Reduce ASB through the engagement of key influencers in the local community in sport & physical activity  
   Develop positive relationships with local young people and residents  
   Create pathways into other local participation opportunities by empowering youngsters to make positive lifestyle choices  
   Recruit a cohort of volunteers as a local workforce enhancing long term sustainability |
| **Newstead** | Reduce levels of crime and antisocial behaviour through provision of positive activities  
   Increase community cohesion  
   Strengthen the relationships with key local partners and young people in the Newstead area  
   Develop Young Leaders  
   By providing positive activities for young people it is intended that there will be a reduction of ASB in these areas |
| **Rochdale** | Reduce number of reports of anti-social behaviour on Friday evenings  
   Build stronger relationships between different generations of the community  
   Positive activities for young people with training and qualifications to enhance career opportunities  
   Tension between different generations and work is needed to build relationships. |
| **Telford** | Form a sports club  
   Build Relationships with CSOs  
   Tackle anti-social behaviours complaints on a Friday night |
| **Bright Futures** | Focus on girl’s empowerment and build their ability to resist the demands of controlling influences through enhanced confidence and self-esteem |
| **Sinfin** | Target young people aged 14-25 who are at risk of anti-social behaviour and crime in regular sport and physical activity at least once a week.  
   Engage 100, Retain 35 to start and 70% to still be involved at the end of the programme.  
   Young people to achieve their 1x30 level each week by the end of the programme and a shift in their behaviour and attitude towards a sporting habit.  
   Get 15 young people qualified in England Athletics LIRF qualification and also some of those young people moving on to Level 1 and Level 2  
   Place young volunteers into local running groups, races and events opportunities.  
   Aim to contribute to a reduction in call for service in Sinfin over the next 12 months. |
| **N.Wales** | Focus on 10 young people identified as being at high risk of engaging in ASB  
   Engaged in weekly boxing sessions |
| **S.Wales** | Provided a football session for young people unable to get a booking on the 3G pitch and were therefore causing a few issues in the leisure centre.  
   Activities provided in car park for young people hanging around supermarket and causing a few issues with customers. |
d) The factors influencing the impact of the programme

All of the projects were located in disadvantaged communities where young people often faced a number of complex issues in their daily lives.

Project leads stated that whilst the quantitative data was useful in highlighting ASB hotspots this data was best interpreted in the light of local knowledge and therefore use of both quantitative and qualitative information was needed to determine both location and anecdotally youth related ASB was perceived as a problem that impacted on residents persistently.

‘So obviously in the winter they’ve [the two corner shops] got their lights on you can see outside, so they just play football even under the ... like you used to play kerbie when you were a kid, they just do that which it’s just, you know, some people aren’t bothered and some people really are. It does mean a crowd of young people playing football and stuff, so I can understand why people don’t always want to walk through it but they’re just trying to play where there’s some light.’ (Youth worker, Newstead)

‘They’d be climbing on the buildings, just the language was awful and it doesn’t, they were more intimidating than ... they probably didn’t think they were but they come across, they were perceived to be quite intimidating to some of the residents and there would be the odd complaint or frequent complaints really.’ (Project manager, Sutton Hill)

Conversations with some young people engaged in this pilot indicated they recognise that their behaviour is problematic for their community.

‘Like people like come round, like sometimes when the police come and then they expect us to like, like not, like go somewhere and do something else, but if you look around, there is nothing else to do, it’s like living in an estate where there’s nothing to do ... they think like you’re being like proper disruptive and that, but it’s just, and like we get in the way of like the kids, but we just sit down like that, because there’s nothing to do, like there’s nowhere to go except from the park ... there’s nothing to do like.’ (Young Participant)

e) The strategies or practices to be employed

Having identified the targeted area the ‘doorstep’ approach was the main strategy to be adopted for delivery of projects. The term doorstep describes sports delivery which is offered to young people living within disadvantaged communities in the ‘right place, at the right time, for the right price, in the right style and by the right people’. The doorstep approach is not prescriptive in terms of the sports and activities that are offered and instead reflects the needs and aspirations of the young participants.
Detached youth work approach was frequently required in order to engage the target young people in new projects.

Sustained provision was identified as being an important aspiration on the basis that many of the young people within the targeted communities crave stability and respond positively to this when it is available. Project leads were aware that typically young people are offered short term projects from staff ‘parachuted in’ from outside the community and young people are sceptical about becoming attached to an activity/staff may only be there transiently.

f) The assumptions underpinning the programme

Young people are involved in ASB because:

- They lack skills and do not know how to behave in socially acceptable ways
- They are bored and have very little opportunity to do things that are positive
- Lack aspiration – don’t think they will achieve much in the future
- Live chaotic lives which lack structure

‘You know some of them, the parents are, you know they’re too busy, either high on drugs themselves or, drunk off their faces and that’s the reality for some of these kids is that you know they’re struggling to survive on a day to day basis because their lives aren’t what anybody would want.’ (Locality Manager, Gedling)

‘It’s a very challenging area. Sinfin is known for its gangs and everything and there have been a lot of problems with anti-social behaviour here.’ (Coach, Sinfin)

Other assumptions underpinning the programme articulated by project leads were:

- Youth related ASB is problematic for young people and for others in their community.
- Sport is an effective way of engaging with young people and provides the police with a more positive way of engaging with young people than simply moving them on in response to calls from the public.
- Participation in sport creates an opportunity to develop relationships with young people which enable staff to support young people to access learning opportunities and opportunities for personal growth.
- By engaging in sport and accessing opportunities for learning and personal growth young people change and are therefore less likely to be involved in ASB.
- In addition stereotypical beliefs of young people held by other community members are potentially challenged and communities feel safer when young people are engaged in positive activities.
- Doorstep approach is consistent with the aspirations for the programme and with young people’s needs.
• Building strong relationships with young people was essential to ensuring the success of projects
• Location of the project was determined through both quantitative data on ASB and also qualitative information gathered through conversations with people with expert local knowledge
• Local partners were expected to contribute to the projects in a variety of ways that would enhance the success of the project

The resulting logic model presented below attempts to capture the aspects outlined above.
StreetGames Youth Crime Reduction and Sport: Logic Model

<table>
<thead>
<tr>
<th>Inputs/Resources/Activities</th>
<th>Outputs</th>
<th>Short term outcomes</th>
<th>Medium to long term outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Doorstep Sport style delivery of new sports club in area identified by PCC as ‘hot spot’ providing:</td>
<td>New successful and sustainable doorstep clubs in 8 areas with Young People</td>
<td>Increased motivation, confidence, self-esteem, coping skills, tolerance, reliability and time keeping</td>
<td>Continued satisfaction and engagement with life, engagement with the community, progression and development within education/employment.</td>
</tr>
<tr>
<td>• Engaging sports activities (hook)</td>
<td>• Attending the club on a regular basis</td>
<td>Improved team working skills, social skills, problem solving ability, communication skills, leadership skills, knowledge of how to seek employment</td>
<td>Enhanced physical and mental wellbeing</td>
</tr>
<tr>
<td>• Opportunities to develop positive relationships with YP, staff and other adults</td>
<td>• Being retained within club</td>
<td>Healthier lifestyle</td>
<td></td>
</tr>
<tr>
<td>• Supportive learning environment</td>
<td>• Volunteering</td>
<td>Community/consistent approach to reducing ASB prioritising needs of young people</td>
<td>Sustained delivery in targeted areas</td>
</tr>
<tr>
<td>• Contacts and support to access wider opportunities in the community</td>
<td>• Actively engaged in sessions</td>
<td>More positive views of young people locally</td>
<td>More collaborative approach to ASB in the community</td>
</tr>
<tr>
<td>• Educational opportunities/Career guidance/Employability</td>
<td>• Accessing sport</td>
<td>Sharing of effective practice</td>
<td>Funding decisions based on robust criteria</td>
</tr>
<tr>
<td>StreetGames Programme Management</td>
<td>Development of partnerships between key agencies in local area</td>
<td>Increased understanding of ‘what works’</td>
<td>Targeted support available to support projects based on enhanced understanding of ‘what works’</td>
</tr>
<tr>
<td>Local and National Networking Opportunities (e.g. PCSOs, Youth Offending Team)</td>
<td>• Targeting right young people</td>
<td>Access to additional resources/opportunities</td>
<td></td>
</tr>
<tr>
<td>National Programme network involving practitioners and PCCs</td>
<td>• Joined-up working</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Sharing effective practice</td>
<td>• Training for delivery organisation staff</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Resolving challenges locally</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assumptions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Doorstep sport has been shown to be effective in engaging young people in sport in disadvantaged communities who may not otherwise engage. The programme was developed in order for projects to work in partnership with other stakeholders, locally and nationally, in order to engage young people living in ASB hotspots in sport and personal development opportunities. As a result the programme aims to provide a cost effective approach to reducing demand for police service in addition to additional benefits associated with engagement in doorstep sport.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Long Term Goal</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reduced demand for police service in response to youth crime and anti-social behaviour (ASB) through engagement with doorstep sport</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
3.5 Key Characteristics of an effective sports-based project

Reflecting on the key elements identified within the literature, and drawing on the expectations of the programme’s stakeholders at the outset of the pilot, ten key characteristics of a successful sports-based intervention were proposed. Of these ten, five were considered to reflect ‘the offer’ to young people (Table 8) and the remaining five were considered to reflect ‘the structure’ (Table 9) of the project.

These characteristics (outlined below) attempted to synthesise all the key elements that had been identified previously by academics along with the characteristics identified by project leads who were all experienced in working with young people to offer sport in disadvantaged communities.

Table 8: Offer Key Characteristics

<table>
<thead>
<tr>
<th>Right Staff</th>
<th>Focus on young people as well as on sport. Have authority but are not authoritative. Staff (and volunteers) operate as role models and mentors, building long term relationships with young people. Act as catalysts for change in young people’s lives.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Right Young People</td>
<td>Projects need to have a clear vision of which young people are targeted and why. Group should ideally include young people (Like Me) who are similar to target group but who exhibit desired socially acceptable behaviour. Reinforces positive values.</td>
</tr>
<tr>
<td>Right Style and Right Place</td>
<td>Needs-based and accessible delivery. Environment that feels safe to young people. Based on clear understanding of the needs of the targeted young people (e.g. age, gender, ethnicity, problem behaviour).</td>
</tr>
<tr>
<td>Rewards/Rewarding activities</td>
<td>Retention of young people is aided by rewarding experiences. Enjoyment is a form of reward but adding in additional rewards aids retention and can be used to recognises achievement and build self-esteem.</td>
</tr>
<tr>
<td>Attractive offer</td>
<td>Engaging, high quality offer (e.g. Enjoyable, challenging, energetic, varied). Organic and flexible to change over time. Recognises the dynamic process between the participant and the programme.</td>
</tr>
<tr>
<td><strong>Table 9: Structure Key Characteristics</strong></td>
<td></td>
</tr>
<tr>
<td>-----------------------------------------</td>
<td></td>
</tr>
</tbody>
</table>
| **Clear Ethos** | Mutual respect.  
Relationships based on trust, respect, fairness, voluntarism/choice.  
Sense of community. |
| **Sustained Delivery** | Interrupted delivery impacts negatively on young people’s attendance.  
Ongoing, open-ended delivery (or identified and accessible exit routes identified) encourages long term retention. |
| **Multi-agent/Partnerships** | Increases chance of engaging the ‘right’ young people (i.e. those the project is intended to impact on)  
Can build trust between young people and institutions such as schools/colleges and the police and facilitate the improvement of young people’s skills, qualifications and behaviours.  
Partnerships can also enhance access to stable resources in order to sustain delivery. |
| **Personal development opportunities** | Can be formal or informal opportunities.  
Focus on self-esteem, locus of control and cognitive skills that enable young people to take on greater challenges.  
Also a clear focus on health, welfare and education. |
| **Positive Pathway** | Provide opportunities for young people to adopt a positive direction in their life. Pathway to health/work. |
Having identified the theoretical characteristics of a successful project these ten characteristics were utilised in order to:

- Examine and account for the experiences of individual projects in developing sports-based interventions that could reduce ASB
- Examine whether these characteristics had explanatory value in terms of accounting for success (and failure) of the sport-based intervention
- Explore the usefulness of these characteristics in assessing the delivery plans of new projects in the future

The findings from the study are summarised in the following section around these characteristics and highlight the opportunities and challenges faced by project staff during the pilot.

### 3.6 Pilot Project Stakeholder Experiences related to the Key Characteristics

The section that follows utilises the qualitative case study findings in order to examine the relevance of the key characteristics outlined previously to projects aiming to reduce youth-related ASB through sports-based projects. It provides illustrative case studies drawn from individual projects. The views of young participants about the pilot projects as indicated in the End of Pilot Participant Surveys are also included in the discussion of the relevant characteristics.

**Characteristic 1: Right Staff**

The End of Pilot participant surveys indicated that the coaches in the pilot projects were valued by the participants:

- 90% of young people agreed with the statement ‘I can have a laugh with the coach’ (73% agreed ‘a lot’)
- 93% of young people agreed with the statement ‘The coaches are firm but fair’ (71% agreed ‘a lot’)
- 91% of young people agreed with the statement ‘The coach gets who I am’ (69% agreed ‘a lot’)

Safeguarding of children and young people is a necessary pre-condition for sports-based intervention project staff and volunteers. All staff involved within the pilot had extensive experience of working with young people and all had the necessary DBS clearance to work with children and young people. Whilst this programme involved a sports-based intervention many of the stakeholders indicated that being a good sports coach was not sufficient to ensure a successful project. Indeed, the majority of stakeholders agreed that
coaches with a purely sporting focus were not appropriate for these projects. In addition to their sports skills the delivery team needed to have a good understanding of:

- The communities in which the projects were located
- The needs of the young people that the projects were aiming to work with and in particular the complex lives that many of the young people were leading

‘Most of the youth workers I work with are the same. They have entered youth work because they were troubled youths and the youth work system was there to support them...They want to give something back...That’s why I found working with youth workers rather than sports coaches is a better approach to take because they understand some of the problems the young people will be going through.’

(Community Sports Manager)

‘The reason that I went into community and youth work is through the youth club because I went through a lot when I was younger, which led, like the way I was going on anti-social behaviour and stuff like that. One youth worker changed my entire life, so I could do it with all these ... And there’s a lot more issues going on now in the big world than there was when I was younger.’

(Young Volunteer, Bright Futures)

It was identified by interviewees that projects benefited from employing delivery staff who had:

- Previous engagement with young people in the local area either as coaches working on previous projects in the community or at local schools. This proved to be a significant factor in attracting young people to new sessions in particular.
- Local connections to the community and in particular staff who were local residents themselves. This provided young people with a ‘familiar’ face and helped to establish trust at an early stage.

Projects approached the need for a combination of sports coaching skills and youth engagement skills at their sessions in different ways. Examples included:

- A delivery team which included an ‘engaging’ sports coach and a local youth worker who adopted different but complementary roles for working with the young people at the session.
- A consistent pro-active project manager with an engaging sports coach and a young local volunteer/ apprentice.
- A local sports coach with experience of engaging young people in similar projects and supported by a second sports coach.
Sports delivery staff as role models was considered an essential element for the aims of the projects in the following ways:

- Modelling positive behaviour in order to provide an alternative for some young people to any normalised negative behaviour at home, in the community or amongst their peers.
- To enable delivery staff to establish and maintain effective ground rules for young people at the sessions.
- To provide young people with aspirations for their own future especially if local young people were involved in the project as volunteers or apprentices.

‘Joe’s mannerisms towards us, he’s a really nice guy, always encouraging us to come down and keeps you fit, brings us together.’ (Young Participant, Sinfin)

Projects benefited from the involvement of the ‘right’ kind of staff from other partner organisations. At one project, the local PCSO was a staunch supporter of the aims of the project and regularly attended sessions with colleagues, building relationships with young people and parents which supported the project’s work to reinforce positive behaviour outside the session.

However, the reliance on the ‘right’ staff also brought its own challenges for projects when these staff left the area at the start or midway through the project or if they were unavailable as they were already working at similar sessions elsewhere on the same day and time. Project managers needed to consider whether they should try to continue the project in its original form or change it whilst still trying to take into account the needs of the young people and the aims of the project. This need for projects to adopt a flexible and responsive approach is a common theme throughout these findings.

THE RIGHT STAFF: SINFIN

Joe, the session’s head coach grew up in Sinfin and has been working as a sports coach on the estate for over fifteen years. Joe has seen the estate change over time and understands the issues that young people face living there. Joe is well-known on the estate and parents feel confident about sending their children to play sport at his sessions. The local young people trust Joe and know that it will be a safe session where they can meet up and play sport with their friends. Joe has built his session around trust and mutual respect with the result that young people will come and talk to him about what’s going on in their lives and Joe will signpost them to extra support or will help them if he can.
Characteristic 2: Right Young People

The End of Pilot participant surveys indicated that most of the participants had met new people through engagement in the pilot projects:

- 85% of young people agreed with the statement ‘I have met new people here’ (48% agreed ‘a lot’)

Some of the projects such as Westy, Rochdale, Sinfin, Telford and Newstead attempted to work in identified areas which were known to be ASB hotspots and recruit young people from the area to sports-based sessions. Other projects such as North Wales and Bright Futures attempted to target particular young people to new sports-based sessions in order to develop their skills and personal development.

All the projects attracted young people living in the ‘target’ communities including those who had previously been involved in ASB or crime at some level. This included young people who had been seen as being involved in ASB by causing noise, climbing on buildings and intimidating people outside shops, causing damage to a gas main pipe in a residential area and engaged in alcohol and substance misuse. Project staff aimed to integrate individuals who had been involved in more serious incidents into sessions where they could be amongst other young teenagers not involved in ASB thereby providing a ‘safe haven’ and the opportunity to change their peer group to one not engaged in risk-taking behaviours.

The approach of project staff to addressing ASB through the sports-based sessions often varied according to the age range at the sessions. Projects which attracted the younger age group tended to adopt a more ‘preventative’ approach with a focus on reinforcing positive behaviour at an early age. This was seen by some projects as more effective than working with older teenagers who might already be involved in ASB although it was conceded that this form of longer term intervention was more difficult to measure. Some projects included young people of all ages whereas others focused mainly on older teenagers and for the most part, aimed to combine a short-term diversionary and a longer term preventative approach.

A challenge for many of the pilot projects was to attract young people through a referral route. Of the pilot projects only two benefitted from young people being specifically referred to the project. Table 10 below shows the ways in which young people involved in the pilot were recruited. Westy and North Wales were the only projects with young people referred by either the YOT or by a PCSO. Within the pilot nine young people were specifically identified as being known to be within the youth offending system. This approach is consistent with previous literature that indicates that ideally there should be a balance between young people who are known to be engaged in ASB and young people who are exhibiting the desired positive behaviour.
Table 10: Participant Engagement Routes

<table>
<thead>
<tr>
<th>Referral Route</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Through YOT</td>
<td>0.46%</td>
</tr>
<tr>
<td>Detached working</td>
<td>2.31%</td>
</tr>
<tr>
<td>Drop-in</td>
<td>6.71%</td>
</tr>
<tr>
<td>Word of Mouth</td>
<td>34.95%</td>
</tr>
<tr>
<td>PCSO Referral</td>
<td>8.8%</td>
</tr>
<tr>
<td>Not specified</td>
<td>46.76%</td>
</tr>
</tbody>
</table>

THE RIGHT YOUNG PEOPLE: SUTTON HILL, TELFORD

In October 2015 a broken gas pipe as well as complaints about young people causing a nuisance outside the local shops, bad language and climbing on roofs brought local partners together on the Sutton Hill estate. This resulted in a regular football session being started on Thursday evenings on the small MUGA next to the shops and community facilities. This session soon started to attract young teenagers including the young person who had broken the gas pipe and others who had been involved in ASB outside the shops. The session continued to retain these same young people, using the engagement skills of the session’s coaches. There have been no further major incidents on the estate and the complaints about young people and ASB have decreased significantly since the session was set up.
Characteristic 3: Right Style and Right Place

Whilst the sports on offer varied, the approach shared many common features demonstrating the ‘right style’ required:

- Young person centred
- Flexible and responsive
- Local
- Ground rules in a caring, listening environment
- An authoritative approach but not authority.
- Realistic expectations of young people

Identifying the ‘right place’ was not always straightforward in these disadvantaged communities. All the projects adopted a ‘doorstep’ approach in that the facilities needed to be on the doorstep of the targeted young people. However the choice of facility was frequently limited. The facilities that were available within the project locations frequently had implications for the delivery of the sessions.

Multi Use Games Areas (MUGAs) presented particular challenges for project staff:

- Poor weather impacted on the attendance at some sessions because the MUGA is exposed to the elements
- Winter vs summer delivery – In the winter the delivery can be attractive because the MUGA has lights and this draws young people in as there are fewer competing alternatives for young people. In the summer when there are light nights young people may have other places they can go and therefore sustaining engagement can be challenging
- The MUGAs that were used were located within young people’s communities which meant that the young people felt that this was ‘their patch’. This potentially impacts on the authority of the deliverers and makes it difficult to engage young people throughout the session.
- MUGAs tend to attract young male participants wanting to play football which steered some projects towards football as the core activity for their sessions.

Projects wanting to engage with girls and young women typically utilised local indoor facilities such as youth and community centres which were perceived by interviewees to:

- Have the advantage of being indoors and being more attractive to girls and young women.
• Have limited availability for when sessions can take place due to other activities already being timetabled as suitable facilities are typically in short supply in disadvantaged communities and demand exceeds supply.
• Community centres are shared with other members of the community who may not welcome young people into the centre
• Some communities no longer had any indoor centres that they could use as a result of the closure of facilities such as Surestart centres and youth centres.

Projects with access to both outdoor and indoor facilities benefited from the flexibility that this provided. They were able to cater for both male and female participants more easily, divide activities into different age groups, provide a wider range of activities and engage in personal development work more easily. One approach adopted by a project based at an outdoor MUGA was to signpost its young people to an indoor sports facility outside the area on a Friday evening where the young people could take part in a wider range of activities as well as personal development work. This Friday evening session attracted a significant number of the project’s young people and had become an established part of their weekly routine providing partners with the opportunity to build on the project’s work.

THE RIGHT PLACE: LINK4LIFE, ROCHDALE

This sports session was located in the centre of Darnhill, near the local shopping centre. It had been set up in response to complaints from some of the local shopkeepers and residents about young people hanging around and causing trouble. Local young people said that the reason for hanging around the shops and car park was that there was nothing for them to do locally. The project responded by setting up a regular session on Thursday evenings at the MUGA in the local park, adjacent to the shopping centre. This session had been successful in attracting young people away from the local shops to play football with the project’s staff and local youth workers.
Characteristic 4: Attractive Offer

The End of Pilot Participant Surveys indicated that the offer made by the pilot projects was attractive to young people:

- 92% of young people agreed with the statement ‘I enjoy this session’ (87% agreed ‘a lot’)
- 94% of young people agreed with the statement ‘I would recommend this session to a friend’ (82% agreed ‘a lot’)

As indicated in Table 12 above 46% of young people were engaged in the pilot via word of mouth which indicates that the offer was attractive to young people.

‘It’s mainly relationships to start with, just building up relationships with young people and then adding a bit of variety to what we’re actually doing.’ (Youth Intervention Officer)

It is interesting to note that the two projects that had young people referred to them through the YOT or a PCSO utilised boxing as the sport on offer. For both of these projects the choice of sport was underpinned by consultation with the target group initially. Boxing was perceived by project leads to be a useful engagement activity which offers opportunities for personal development intrinsically. At Westy the PCSO involved in the project noted boxing offers the potential to convey messages of ‘respect and discipline’ and this is considered particularly relevant to enhancing community safety. All the staff involved in sports delivery highlighted in interviews the need to have a good understanding of the young people who attend the session and have a good rapport with them.

Sessions that were seen as ‘attractive’ by young people offered the following elements:

- Well-organised activities – everyone knows the rules, everyone can join in, fair play, ‘informally structured’.
- A choice of activity – a range of different games based around one sport such as football which might include 5-a-side roll-on and roll-off, cross bar challenges, penalty shoot outs, one/two touch football. A choice of different sports at the same session providing variety and giving everyone the opportunity to try new sports and to take part in an activity that they like.
- The use of portable floodlights at MUGAs where young people weren’t usually able to play football on dark evenings proved to be a magnet and attracted large numbers of young people, creating a ‘buzz’.

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Characteristic 5: Rewards and Rewarding

The End of Pilot Participant Surveys indicated that pilot projects were able to offer rewarding opportunities for young people:

- 84% of young people agreed with the statement ‘I have had rewards for attending this session’ (55% agreed ‘a lot’)
- 89% of young people agreed with the statement ‘I have done extra activities because of this session’ (53% agreed ‘a lot’)

The potential for projects to offer young people a rewarding experience at the sessions helps to maintain their involvement and thereby provide more opportunities which provide the potential for personal development work. Rewards and rewarding opportunities include:

- Learning new skills and having new experiences, for example, learning new relaxation techniques during a six-week yoga course.
- Having the opportunity to take part in events such as tournaments and festivals outside their local area and bring back a trophy if they win!
- Volunteering on a regular basis with the opportunity to receive training and qualifications.
- Volunteering regularly at sessions and supporting young people by listening and showing empathy whilst drawing on their own experiences.

Characteristic 6: Clear Ethos

The End of Pilot Participant Surveys indicated that the offer made by the pilot projects resulted in young people feeling valued, feeling part of something and created opportunities for young people to share their concerns:

- 94% of young people agreed with the statement ‘I am treated with respect here’ (81% agreed ‘a lot’)
- 94% of young people agreed with the statement ‘I feel part of something here’ (75% agreed ‘a lot’)
- 89% of young people agreed with the statement ‘I can talk to the coach about things that bother me’ (60% agreed ‘a lot’)

The ethos of each project was shared by the staff and partners involved in the planning and delivery of the project. Common features of the ethos of the programme’s projects were a:

- Shared commitment to use sport to prevent young people from getting involved in ASB and crime.
Valued contribution by partners of each other’s contribution to the project
Youth-led, listening and responding to the needs of the young people.
Modelling and supporting positive behaviour
A positive, rewarding experience using sport

This feature resonates with the Empowering Coaching work undertaken by StreetGames in partnership with the University of Birmingham. More information on this is available at: (http://www.streetgames.org/resources/empowering-coaching-doorstep-sport).

Although the shared ‘ethos’ or ‘spirit’ or ‘culture’ is reflected in all the project characteristics, recruiting the best staff with the relevant skills required to work successfully with young people is vital in order to develop a consistent and young person centred ethos.

CLEAR ETHOS: THE WESTY BOXING PROJECT

The Westy boxing project which was developed to respond to the needs of local young people, formed a steering group to guide its work which included partners and members of the community including parents. It established a clear ethos for everyone involved in the project based on the shared aim of working together for the best interests of local young people, ensuring that potential partners or individuals were not encouraged to get involved if they had other priorities such as raising their own individual profiles. This clear ethos has guided the running of the session and has resulted in the development of positive relationships between the young people and local partners such as PCSOs.

Characteristic 7: Sustained Delivery

The need to give young people a consistent and sustained programme was considered essential by project leads and delivery staff on the basis that the longer the delivery, the more likely it is that the programme will have an impact on young people and their communities. Project staff and stakeholders viewed a twelve-month period as the minimum length for a project but that a much longer period was desirable. However, shorter periods of intervention such as during the school holidays were also viewed as valuable with the prerequisite that it led into other local delivery programmes for the same young people.

As part of the monitoring and evaluation process the retention of young people within the projects was captured. Retention can be measured in different ways as it relates to both frequency and duration of attendance. This study used the measure ‘Count of participants in contact with the project during the 12 week period prior to end date of report period and in contact prior to that.’ The data related to the summer period. This data revealed that two of the projects achieved 100% retention based on this measure (Gwent and one of the Bright CLEAR ETHOS: THE WESTY BOXING PROJECT...
Futures sessions) and Darnhill achieved 97% retention. The other projects varied between 78% (Telford) and 40% (Sinfin and Bright Futures). The remaining projects achieved retention rates of 65% (Newstead) and 65% (Westy). Interestingly both Newstead and Westy used indoor venues. Most of the project staff commented that they found that attendance was more difficult to sustain over the summer months when there are more competing distractions due to the lighter evenings and more young people being out in the evenings.

The benefits of sustained delivery are:

- If projects continually ‘stop’ and ‘start’ in an area, young people are less willing to engage and build trust if they think that the project staff will only be there for a short time.
- It takes time to establish a new session as in the early stages of a new project staff need to concentrate on recruiting young people and adapting the session to meet the needs of the targeted young people.
- It takes time for staff to engage with young people and to develop trust and respect ready for integrating personal development work into the sports activities.
- If a young person decides not to (or is unable to) attend the sessions for a while, it will still be there if the young person decides to come back – the timing needs to be right for the young person.
- If the session becomes established within the community, parents feel more comfortable about their children attending and some were seen to support projects.

‘If you keep swapping and changing things, they [the young people] will not stick to it because they build a relationship with that person, and that’s part of why they come, is you know they learn about you, so they know about Sean [the coach], they ask about, he’s got a daughter that cheerleads, so they’ll ask about that, it becomes quite a personal relationship, because obviously we’ve been running for three years. So the fact that the staff hasn’t changed I think is quite key.’ (Youth worker, Newstead)

‘I think the biggest part’s really been that you know because the session’s been going on like for so long, you know the parents, they know you know we’re here and you know they’ll ask by name, such and such, and so it, you know, they know that they’re in a secured environment as well.’ (Coach, Sinfin)
Monday evening was established as a regular sports session at Newstead’s youth club over two years ago. This had complemented their youth club sessions on the remaining weekday evenings and formed part of their offer to their young people. Monday evenings were, therefore, chosen as the best time to run this project, especially as the same staff would be in place to run the session, ensuring continuity of day, time, place and staff for the young people taking part. When the project first started in October 2015, the session was well-supported by the young people and good levels of participation continued throughout the project’s lifetime. This benefited the project staff as they were able to spend their time supporting their young people rather than having to concentrate their efforts on setting up a new session, finding the right staff and trying to recruit new participants. The staff are committed to continuing the project and have already applied for funding to continue the Monday evening sports sessions.
The Value Of A Long Term Project For A Young Person In Crisis

At the age of seventeen Liam had been coming to the youth club in Newstead for several years when he joined the new sports-based project. At the time he was first interviewed he had attended the sports-based session for several months where he enjoyed trying out different sports and meeting up with his friends. During the interview he described the community where he lived as a place where people got into trouble, fighting and drinking, not just young people but adults as well. Liam said that he didn’t want to get into trouble and that if he came to the session on a Monday evening, it was like a safe haven where he could avoid his problematic peers and avoid getting into trouble.

By the summertime when he was interviewed again Liam had dropped out of College and he described himself as wandering around all day and all night. He said that he couldn’t sleep and that he’d lost a lot of weight. He was interviewed as he had popped into the sports session but didn’t take part in any of the activities, preferring to sit down in the shade for a while until he disappeared again. Later in the summer Liam’s mum had found him unconscious. She resuscitated him until the ambulance came and managed to keep him alive until he got to hospital where he recovered.

By the end of the summer, Liam had returned to the Tuesday evening sports session and had a fresh outlook on life. He had stopped dabbling in drugs and was being supported by the staff at the sports sessions. He wants to stop drinking as well as smoking. Liam is influential in his group of friends so this has affected them as well. Liam’s story highlights that some young people face serious challenges in their lives and long term sports engagement programmes offer continuity, structure and protection when they need this the most.
Characteristic 8: Multi-agent/Partnerships

Partnerships need to be developed at the onset of the project. Partnerships were developed by some projects with the youth service, PCSOs and with other sports delivery organisations. Interviews with project leads indicated a belief that partners needed to share the same aims and ethos of the projects and must be able to see direct benefits from their involvement in the project. These partners are essential for supporting the elements of the project that are focused on positive behaviour, personal development and positive pathways.

Benefits for partners include:

- Working alongside qualified sports coaches, who can provide the sporting element that they might not be able to provide themselves
- Using sport as a positive activity to work with young people in a less 'confrontational' way.
- Enables young people to see adults (e.g. PCSOs) in a different light and to build a different kind of relationship
- Provides new resources such as funding and sports equipment to support their own work

However, not all projects were able to benefit from close partnership-working for a number of reasons. In the pilot many of the project staff struggled to develop the partnerships they had planned originally as cuts in funding had resulted in many organisations either ceasing to exist or operating with significantly reduced resources. Partnership working with the police, and in particular PCSOs, was challenging for all but one project as a result in the changes to the role of the PCSOs. Most projects rarely had contact with their PCSOs which was in contrast to their previous partnerships with PCSOs. This had implications for the projects in areas such as the recruitment of young people who could most benefit from the project, local information about ASB in the area and verbal feedback about the impact of the project on ASB in the local area.
The North Wales project has been working closely with the local youth service, the local police and social services to put a referral service into place for their existing StreetGames sessions. The referral service has two different routes. Firstly, local youth workers and PCSOs who are working directly with young people involved in challenging behaviour can refer them directly to the StreetGames sessions. Secondly, the project has been identified as a referral partner in a new referral system that has been developed by their local social services department. The project manager attends a monthly referral panel where they are given the details and background of the young people who have expressed an interest in getting involved in a local sports session. These young people have often been given a yellow card by the local police and often have complex backgrounds. The project staff then contact the young person by phone or letter, meet them to talk informally about the sports sessions and then go with them to the first session.

This referral system has not only benefited young people but also the partnership working between different agencies.

‘The working relationship between the youth services, the police and ourselves is really good because of this - the referral system gives us a reason to talk to each other…. And the police asked us to do another project for them.’ (Project Manager, November 2016)

‘One particular girl that we’re working with was involved in antisocial behaviour, she didn’t have good relationships with her parents at all and she had sort of started self-harming as well, and she was misusing alcohol quite a lot. And she refused to work with any other services. But she refused to engage with any other sort of support services, she would only engage with ourselves. We’d done a lot of work with her and she was coming along and she was engaging with people she would never normally engage with before, like young girls who were attenders and weren’t involved in antisocial behaviour, she sort of started to befriend them and come along to the sessions that they were coming along to. She came away with us for a day event that we were going on and her mum had texted to say thank you for all of the work that we’d done and she really felt like it had made a massive difference. She could see a total difference in her behaviour you know coming in early, coming in when she was told to come in, she wasn’t having the police at her door saying that she’d been causing trouble. So those little things sort of keeps you going really...It wasn’t just her attending Street Games, but it was about all of the other support services that we’re able to offer which is really important to us, to offer that sort of holistic service.’(Project manager, November 2016)
Characteristic 9: Personal Development Opportunities

Personal development is the element of the project which supports the work to prevent young people getting involved in ASB and crime. This element can only be effective once the session has become established and young people have formed meaningful relationships with the staff based on trust and respect. The features of personal development that were identified as being present within the pilot projects included:

- Increasing confidence and self-esteem through trying new activities (All pilot projects)
- Developing social skills and building new positive friendships (All pilot projects)
- Developing self-discipline through sports such as boxing (Some pilot projects)
- Addressing issues such as healthy eating, smoking cessation and substance misuse into the activity sessions over a longer time periods (Some pilot projects)
- The opportunity to help out and to become a volunteer, taking responsibility, developing communication and organisational skills (Some pilot projects)

For Bright Futures, the focus of their work with girls and young women is building self-esteem and confidence and dealing with specific issues. Bright Futures used their sports project as a way of working informally with girls and young women to support their work around personal development. Helen, one of the project managers, confirmed that this had complemented this work, ‘One of the areas was increasing young women’s self-confidence and esteem so we’ve delivered those as part of the fitness sessions as well.’ Another element of this work was to integrate areas of healthy lifestyle such as healthy eating, drinking and smoking into the sports sessions. Helen described how this had worked, ‘So, informal education sessions, trying to talk to them about you know what you should be eating and what you shouldn’t be eating and particularly when exercising, what’s good to have in your body and what’s not. Obviously when you get talking to them and having those informal conversations, you actually realise that there’s a lot of barriers involved in them not leading a healthy lifestyle, whether it’s you know the relationship that they have with their parents, having inappropriate relationships with people. So the issues that we’ve worked around with sort of alcohol misuse and substance misuse, which again a lot of the young people that we’re engaging with were involved in, so talking about that as well, about how that can impact upon leading a healthy lifestyle and sort of around units and using the beer goggles and trying to make it a little bit more fun as well.’ Helen and her staff have seen many of their participants make significant progress and are continuing to use sport to support them at their project.
Illustrative Impact Case Study

'We were able to get a Street Games volunteer as well. So we recruited her at the very start of Street Games and she worked on all of the Street Games projects, so she worked alongside the member of staff. So she’s been trained as well. It’s fantastic actually because they’re looking at giving her a part-time role now. So we’ve sort of upskilled her while she’s been working on the Street Games projects because she was really interested and obviously she needed to learn sort of how to deliver sessions to young people and we sort of upskilled on doing that by shadowing other members of staff.

She was a single mother, unemployed, and we had worked with her previously when she was at school. So we knew that she was, she was looking for an opportunity, but she’d been through a relationship breakdown and things like that, and she just needed that opportunity for somebody to sort of offer her something and something that was going to be structured and worked around her childcare situation as well. So she’s come on like leaps and bounds, it’s lovely to see, and she’s really you know upskilled herself and she’s looking at doing a youth work qualification at the moment as well, so we’re hoping to be able to offer her some part-time work at the end of the Street Games, as this sort of all comes to an end. So yeah, that will be nice.

She didn’t have any youth work sort of skills previously from when she came to us, so her role sort of starting from the very beginning was about going out with youth workers, doing detached work around the local area, the area that we’d sort of identified we wanted to deliver the project from, obviously you know breaking down those barriers, introducing herself to young people, talking about Street Games, doing consultation with young people, getting those young people together as a group and then booking a venue. So she really took on sort of that, that leadership role.

She’s only sort of early twenties, so she was really able to you know talk to young people, she had some similar interests with some of the young women that we were working with anyway. And she is sort of very sort of street-wise herself, and you know she’s had difficulties in the past, which you know she isn’t ashamed of and she’s come out the other end and doing fantastic. So I think having that ability to relate to the young people that she was working with and have been through some of the situations and problems that young people were coming to her to talk about was brilliant for her. And she did have sort of a number of disclosures in working with the girls, around self-harm is a big thing that we’re working around at the moment. It was nice that the girls felt that they could trust her and that she was a role model and someone they could look up to and sort of trust to tell some of their issues to. So obviously she’s done all the safeguarding training and she understands sort of you know passing all that information back to a member of staff, and then from there we’ve sort of taken that on and fed all that back through Children’s Services and offered those young people some extra support. So she’s been a massive asset, we were so lucky to be able to find her really.’ (Project manager, November 2016)
Characteristic 10: Positive Pathway

The importance of building strong relationships with young people in order to encourage a positive pathway was noted by interviewees as illustrated by this comment:

‘If we’ve been working say with a fourteen year old now or a thirteen year old even, if we’ve done a year with them, where we’ve just got to know them, if after that year we then say, so they’ve known us through the sports, they’ve known the coaches, they’ve seen what we do, it’s then easier to say, well why don’t you try this course that we’re doing?’ (Project Lead/Coach)

The End of Pilot participant surveys indicated that the majority of participants felt that they had learnt new things, felt better about themselves and were getting on better at school as a result of their involvement in the pilot projects.

- 89% of young people agreed with the statement ‘I have learnt new things here’ (64% agreed ‘a lot’)
- 93% of young people agreed with the statement ‘I feel better about myself because of this session’ (61% agreed ‘a lot’)
- 78% of young people agreed with the statement ‘I am getting on better at school because of this session’ (45% agreed ‘a lot’)

Positive pathways are dependent on a longer term engagement with the young person. Nevertheless, some projects were able to build on their existing work with young people and were able to demonstrate the potential for this programme to lead to positive development in the longer term through their support for volunteer development in particular.

- At one project, a young person started volunteering right at the beginning of the project as it complemented their college course and future career aspirations. After a twelve month period, this young volunteer had attended a number of StreetGames training and qualification courses and had just been employed as a sessional coach for the project, his first paid job.
- At a second project, a young, unemployed single mum started volunteering at the sessions as a detached youth worker. This role supported the sports coach delivering the sessions to the young women and supported the project’s work around healthy lifestyles, healthy relationships and addressing alcohol and substance misuse. The aim was to support the volunteer to continue to develop her skills and to find paid employment.

The development of positive pathways was seen by all projects as a priority and their bids for funding for the future sustainability of the projects reflected this commitment to support
young people to become volunteers and to offer additional benefits beyond sporting participation such as general support, training and qualifications.
‘As youth workers ... we support young people from the age of eleven, from childhood to adulthood. So we challenge negative behaviours... we engage young people, we build positive working relationships but also during that time we’ll challenge negative behaviours, racism, sexism. We’re challenging in a positive way. We’re not like teachers, we don’t shout at them. We say to them, you can’t do that because and we tell them why, we’re sort of informal educators but on the street, ‘cos we’re in their patch and we’re aware that they are, so we go in at their level. I go into schools as well, being in school makes me known round here and I’ve got a jacket and a hoodie that says youth worker so everyone knows who we are. A lot of our sessions are open access so people choose to come to us. So that’s why we’re building up relationships with them where we can challenge things and guide them.’

(Youth worker, November 2016)
Creating a clear ethos through partnership working

‘She (Emma) cares passionately about them and helping and supporting them in whatever way she can.’

Emma is the lead youth worker at the Newstead Reducing Youth Crime through Sport project. Newstead is a small ex-mining village characterised by high levels of deprivation, located in the borough of Gedling in Nottinghamshire. As the only indoor, staffed space for young people in the village, the youth centre and its workers are the focal point.

The strong ethos of partnership working between the project lead employed by Gedling Borough Council and Emma, the lead youth worker at Newstead has resulted in a robust project which has delivered as anticipated from the outset. The multisport sessions which take place every Monday evening at the youth centre are run by Sean, an experienced sports coach, Emma, the youth worker and Lewis, a young local volunteer. Young people choose to take part in a range of activities such as badminton, handball and dodgeball and a range of outdoor activities during the summer. Emma’s role as a youth worker at the session is multifaceted; supporting newcomers to feel comfortable playing the different sports; integrating issues such as healthy eating and smoking cessation into the sessions; being a positive role model and reinforcing positive behaviour.

‘I take part in everything and any of the ones that are struggling or a little more self-conscious, they’re the ones I stick with. And I’m always the one that’s picked last, so nobody else ever has to be picked last because it’s always me!’ (Emma, Youth Worker)

The Monday sports sessions complement the youth service’s work with young people at their sessions later in the week where Emma and her staff are able to spend more time focusing on personal development work such as building self-esteem, confidence and relationships.

The positive relationship and high levels of trust between Emma and the young people has been central to the success of the project. This has been strengthened by Emma’s own local knowledge as a resident of Newstead herself and the relationships with the young people and their families outside the youth club. This has helped to ensure that the young people have continued to attend and benefit from the sports sessions throughout the project’s lifetime. Emma’s approach to this sport session has provided young people not only with the opportunity to play sport, but also to be with their friends and to be in a safe environment away from the negative behaviours of some of their peers.

The partnership between Gedling Borough Council and the Youth Service has been central to the success of this project and has been based on a clear ethos of shared understanding of the issues that young people face living in Newstead and the shared aim to break these negative patterns and to offer young people more positive opportunities and pathways.

‘A lot of the anti-social behaviour they get involved in is because they’re bored and probably don’t realise the consequences and if relationships can be built, hopefully it will have a positive impact.’ (Project manager, Gedling Borough Council)
3.7 Key Characteristics Re-examined

The interviews with pilot project staff indicated that the key characteristics were useful in identifying the elements that were necessary for sports-based projects to impact on youth crime and ASB reduction.

Reflections on the projects’ experiences suggested that the sequence of the elements was also an important consideration. A temporal dimension was therefore added to the characteristics. In the revised version of the presentation ‘clear ethos’ and ‘multi-agency working’ are suggested as being the starting point for projects thereby creating a strong foundation for projects on which to build. Three other phases are then proposed. This is shown diagrammatically below.

Phase 1: Foundation

**Clear Ethos** - A clear young person centred ethos is vital because it ensures that those involved in delivering the project have a shared understanding of both the aims of the project and of the young people that the projects seek to engage. The ethos needs to be visible at both strategic and operational level.

**Multi-agent/Partnerships** – Utilising sport to reduce ASB requires an offer that is more complex than other doorstep sports clubs. It requires partners working together in order to develop a bespoke approach to a local area based on a good understanding of the locality – opportunities and constraints. The partnership approach will also be vital in ensuring sustainable impact in the longer term.

Phase 2: Creating the ‘right’ offer for Young People

**Right Staff** – The projects have benefited from staff who have a young person centred approach to sports delivery which prioritises and responds to the needs of the targeted young people and where young people have opportunities to develop

**Right Style and Place** – Accessible and affordable doorstep delivery can be challenging to find within the identified locations but engaging young people in the project is reliant on both the location and the style of delivery.

**Right Young People** – For these projects to impact favourably on ASB they need to engage young people who are already involved in youth crime or ASB or are at risk of being involved in ASB. This is most likely to happen when the project is known to those seeking to refer young people and where the project actively seeks to engage these young people.
Phase 3: Maintaining Engagement

Rewards and Rewarding – A key assumption of these projects is that young people develop new skills and behaviours through their involvement. In order to achieve this young people need to attend the sessions over a duration of time. This is more likely when their attendance results in experiences that are rewarding.

Attractive offer – Young people will vote with their feet if the offer becomes unattractive. Young people have expressed a preference for activities that are ‘fun’ but what constitutes fun may change over time. Young people may need other opportunities to progress to in order for the offer to remain attractive.

Sustained Delivery – The offer needs to be consistent and engagement needs to be over a long period either within the project or by linking to other opportunities.

Personal Development Opportunities – Whilst sporting participation offers opportunities for learning interviewees suggested that these are unlikely to be sufficient on their own in the longer term. Project leads aspired to ensure that young people were offered more challenging and developmental opportunities as they developed and progressed (e.g. improved social skills, team working, confidence). Given the current context of austerity and funding cuts identifying such opportunities is likely for be challenging.

Phase 4: Maximising Impact – Sport Plus

Positive Pathway – The long term aim of these projects is ensure that young people do not commit crime in the short or the long term. In order to achieve this aim it is vital that young people have opportunities to make positive choices and develop skills and behaviours that will enable them to make positive choices in the future. Facilitating access to other opportunities is therefore important.
### Phase 4: Maximising Impact – Sport Plus

**Positive Pathway**

Provide - or link to - opportunities for young people to continue to adopt a positive direction in their life - Informal and formal

### Phase 3: Maintaining engagement

<table>
<thead>
<tr>
<th>Rewards/Rewarding</th>
<th>Attractive Offer</th>
<th>Personal Development Opportunities</th>
<th>Sustained Delivery</th>
</tr>
</thead>
</table>
| • Recognises achievement  
• Incentivises young people  
• Builds self-esteem | • Engaging, high quality offer (e.g. Enjoyable, challenging, energetic, varied).  
• Organic and flexible to change over time.  
• Recognises the dynamic process between the participant and the programme. | • Focus on self-esteem, locus of control and cognitive skills that enable young people to take on greater challenges.  
• Clear focus on health, welfare and education. | • Consistent, reliable  
• Ongoing, open-ended delivery |

### Phase 2: Creating the ‘right’ offer for Young People

<table>
<thead>
<tr>
<th>Right Staff</th>
<th>Right Style and Place</th>
<th>Right Young People</th>
</tr>
</thead>
</table>
| • Understand young people  
• Authority but not authoritative  
• Focus on young people as well as on sport  
• Build long term relationships with young people  
• Mentors and Role Models | • Needs-based and accessible delivery  
• Environment that feels safe to young people  
• Based on clear understanding of the needs of the targeted young people (e.g. age, gender, ethnicity, problem behaviour) | • People like me  
• Target group – Prevention or Early intervention?  
• Positive role models |

### Phase 1: Foundation

<table>
<thead>
<tr>
<th>Clear Ethos</th>
<th>Multi-agents/Partnerships</th>
</tr>
</thead>
</table>
| • Mutual respect  
• Relationships based on trust, respect, fairness, voluntarism/choice  
• Sense of community | • Facilitate access to data on which to base key decisions about delivery (When, where, why who?)  
• Enhance access to stable resources and learning opportunities |
4. Impact Report

4.1 Introduction

This section of the report presents a summary of the qualitative case findings (4.2) and in so doing it outlines the ways in which the pilot projects can be considered to be effective sport-based projects.

The latter part of this impact section presents the attempts to gather robust evidence demonstrating the impact of the pilot projects, drawing on relevant police youth-related ASB data in order to analyse potential financial cost savings and efficiencies (4.3 & 4.4).

4.2 Impact - Summary of Qualitative Case Study Findings

The existing evidence base and the evidence relating to this pilot programme that has been presented above highlights the complexity of utilising sport-based projects in order to impact on ASB reduction in disadvantaged communities. It is unrealistic to expect small-scale projects to fully address the complex issues that are relevant to the lived experiences of young people living in disadvantaged communities and the many complex contributory factors that result in young people being involved in ASB and youth crime. However the case study findings have indicated that the pilot projects can be considered to have been effective when they are viewed as:

‘A bespoke sport-based project which addresses an identified youth-related ASB issue within a disadvantaged community.’

All of the pilot projects were established in response to a particular community concern within a disadvantaged community and this need was identified using input from a number of stakeholders who were very familiar with the local area. Some of the pilot projects were newly developed whilst others were extensions to existing projects. The bespoke pilot projects that were developed in response to these issues benefited from:

- The wealth of experience of the project leads who were experienced with the doorstep approach and who prioritised the needs of young people whilst adopting a young-person centred approach
- Coaches who were experienced in both sport and with working with young people who were able to create pilot projects with a clear and supportive ethos
- An sport-based offer that was attractive to young people which provided rewarding experiences for young people thereby enhancing retention of young people
- A flexible approach that enabled projects to respond to changes in the local context and to challenges that inevitably arose
- Sustained delivery that engaged young people in the long-term thus enabling good working relationships to be developed with young people. Where PCSOs and Neighbourhood wardens were involved these improved relationships were extended beyond the pilot project setting
Partnerships with other organisations but the nature and extent of these varied across projects. In some cases these partnerships facilitated additional opportunities for young people to engage in and in others they resulted in additional resources being levered. Multi-agency working also helped to ensure target individuals that were known to be engaged in ASB were successfully targeted in some projects.

Anecdotally interviewees have reported positive impacts on reducing ASB. Typically projects were established because young people were perceived to have very little opportunity to engage in positive activities and were therefore hanging around in public spaces. The pilot projects offered the opportunity for young people to take part in sport as an alternative to hanging around. In some cases young people had been involved in ASB already and were targeted for inclusion for this reason. In this sense the pilot projects provided diversionary activities. However project leads and delivery staff were all keen that the pilot projects also offered developmental opportunities for young people. The End of Pilot Participant Survey results indicate that young people believe that the projects have been effective in this aspiration.

Within the End of Pilot Participant Survey participants in the pilot projects were asked the question ‘Thinking about taking part in this session and what has changed as a result of you attending this session how much do you agree with the following statements?’. The results are summarised in Table 11.

The results indicate that a high percentage of young people self-report a number of positive changes as a result of their involvement in with the pilot projects. More than 60% of young people agreed strongly (A lot) that they were more motivated to engage in activities now, more active and more confident now, better at working in a team and able to communicate better now. Less than 10% disagreed that these changes were relevant to them.

Interestingly 94% of young people agreed that they get on better with adults now (60% agreed a lot) which is an important finding given the nature of the pilot.

There were only five items where more than 10% of young people disagreed there had been a change. The five items with least agreement were:

- 17% did not agree they had learnt things that will help them to prepare for getting a job and 12% did not agree that they had learnt things that made them more employable. Given the age range of the participants, in the pilot with 50% being aged 10-13, this is perhaps unsurprising.
- 11% disagreed that they felt healthier or more tolerant now
- 16% disagreed that they had made new friends which is consistent with young people prioritising activities that they do with friends
Table 11: End of Pilot Participant Survey: Changes as a result of attending a pilot project

<table>
<thead>
<tr>
<th></th>
<th>Do not agree</th>
<th>Agree a little</th>
<th>Agree a lot</th>
</tr>
</thead>
<tbody>
<tr>
<td>I am more motivated to engage in activities now</td>
<td>7%</td>
<td>24%</td>
<td>69%</td>
</tr>
<tr>
<td>I am more active now</td>
<td>9%</td>
<td>24%</td>
<td>67%</td>
</tr>
<tr>
<td>I am better at working in a team now</td>
<td>8%</td>
<td>30%</td>
<td>62%</td>
</tr>
<tr>
<td>I am more confident now</td>
<td>6%</td>
<td>33%</td>
<td>62%</td>
</tr>
<tr>
<td>I am able to communicate better now</td>
<td>4%</td>
<td>35%</td>
<td>62%</td>
</tr>
<tr>
<td>I get on better with adults now</td>
<td>6%</td>
<td>34%</td>
<td>60%</td>
</tr>
<tr>
<td>I feel healthier now</td>
<td>11%</td>
<td>31%</td>
<td>58%</td>
</tr>
<tr>
<td>I have learnt things that will help me to do well at school/college</td>
<td>10%</td>
<td>32%</td>
<td>58%</td>
</tr>
<tr>
<td>I am a better leader now</td>
<td>9%</td>
<td>33%</td>
<td>58%</td>
</tr>
<tr>
<td>I have better leadership skills now</td>
<td>6%</td>
<td>35%</td>
<td>58%</td>
</tr>
<tr>
<td>I can be relied on more now</td>
<td>6%</td>
<td>37%</td>
<td>57%</td>
</tr>
<tr>
<td>I am more tolerant now</td>
<td>11%</td>
<td>33%</td>
<td>56%</td>
</tr>
<tr>
<td>I get on better with other young people now</td>
<td>9%</td>
<td>39%</td>
<td>52%</td>
</tr>
<tr>
<td>I have learnt things that make me more employable</td>
<td>12%</td>
<td>38%</td>
<td>50%</td>
</tr>
<tr>
<td>I have made new friends</td>
<td>16%</td>
<td>36%</td>
<td>49%</td>
</tr>
<tr>
<td>I have learnt things that will help me to prepare for getting a job</td>
<td>17%</td>
<td>39%</td>
<td>44%</td>
</tr>
</tbody>
</table>

The success of the pilot projects is reflected in the continuation of all of the pilot projects as they are continuing to deliver beyond the duration of the pilot programme although at some projects there have been adaptations to their offer and delivery. Examples of continued delivery include:

- In addition to continuing the Westy boxing clubs the project leads have confirmed they were successful in securing £4500 from their PCC to deliver an additional boxing club in another area as a result of the positive work and relationships forged through the pilot. Additional funding acquired for the Westy pilot will focus on training and support for parents and staff in the Westy community.

- The project lead at Darnhill has submitted a small grants bid to further develop the training element and give the older participants and local people volunteer and employment pathways. In addition to the Thursday session a StreetGames Fit and Fed pilot project will be delivered on Darnhill MUGA during February Half term and some of the older participants from the youth crime reduction pilot will be helping tidy and refurbish the surrounding area and will rotate with younger participants playing on the MUGA. The Fit and Fed project will be linked with with the local foodbank who are providing food and referring young people who may go hungry during school holidays.

In addition to the continuation of the pilot projects some of the areas in which the projects are located have benefited in additional investments in the area due in part to the success
of the pilot projects. In particular both Newstead and Sutton Hill now have flood lights on the MUGAs.

4.3 Potential future financial cost savings

4.3.1 Introduction

The financial costs of youth crime and ASB are well documented. The total costs to the country of police and justice for young offenders in 2007-8 was £4 billion (Independent Commission of Youth Crime and Antisocial Behaviour (2010) being split across policing (70%), punishment (17%) and trials (13%).

The National Audit Office (2011) examined the costs of a cohort of young offenders (n=83,000) who committed their first proven offence in 2000 in England or Wales and analysed their behaviour over time up until 2009 and estimated their cost to the criminal justice system in each year. They found

- Of the cohort 72% were male and 84% were white and 37% committed their first proven offence under the category of theft. The ages ranged from 10 to 17 years.
- After their first proven offence in 2000, 36% did not commit any other offence in the period to 2009 whilst 5% went on to be responsible for 32% of all proven offences committed by the cohort by 2009.
- Of the 83,366 young offenders, 9,204 were tried at court and of these 37% were tried for theft and handling stolen goods, 29% for summary offences, excluding motoring and 9% for violence against a person. Of these 4% received a custodial sentence whilst the majority received either a community penalty (43%) or conditional discharge (32%).
- The earlier the first proven offence the more proven offences occurred in total between 2000-2009. Of those who committed their first proven offence when they were 10 or 11 32% had committed 10 or more proven offences by 2009 compared to 14% of those aged 16 or 17 at their first proven offence.
- Types of offences change over time with breech offences (typically failing to meet the requirements of a community penalty) increasing over time and theft decreasing.

The approach adopted by the National Audit Office (2011) was stated as being consistent with The Green Book principles for appraisals leading to short-term or non-strategic decisions which are likely to have a smaller set of relevant costs. The costs included in these estimates were those associated with proven offending to the criminal justice system and included the costs of police, courts, offender management teams, and custody. Excluded costs include the cost of unrecorded crime, the societal costs of both recorded and unrecorded crime and fixed costs/overhead.

- Using the marginal cost of their offences they concluded that the average cost for young offenders within the criminal justice system in 2009 was £8000 per year and for the most costly 10% this increased to £29,000 per year. The total cost was estimated at £1 billion.
The average yearly cost of a first-time entrant in 2000 varied from £3000 to £20,000 whilst the average for the most costly ten percent ranged from £11,000 to £83,000.

‘When crime is prevented or recidivism reduced, there are fewer victims and fewer offenders arrested, prosecuted and sent to prison. The financial savings to victims and taxpayers are significant. The Audit Commission estimates that intervening early to prevent one in ten young offenders from receiving a custodial sentence would save 100 million a year.’ (Chambers et al. 2009)

This pilot programme was developed with an aspiration to test the effectiveness of neighbourhood sports interventions aimed at reducing demand for police service in relation to youth crime and ASB within projects in the StreetGames network. This aspiration was consistent with a desire to show the most effective ways of maximising the value of appropriately designed sport interventions for policing and youth crime reduction.

Previous studies have indicated that demonstrating the impact of sport in achieving social aims and objectives is extremely challenging. Challenges present themselves in collecting, measuring and presenting robust evidence that can demonstrate the impact of sport on social objectives. Some of these challenges identified by Coalter (2007) are summarised in Appendix 3.

The financial impact of the pilot projects has been examined and reported here using two approaches:

- Forward looking impact based on risk and protection factors – cost savings using Sportworks tool

**4.3.2 Future cost savings based on risk and protection factors**

A Home Office (nd) study found that although 6% of boys under 18 had at least four identified risk factors for offending 85% of them had committed at least one offence at some point in their lives and more than half (57%) were currently persistent or serious offenders. Research over recent years has been able to provide evidence of risk factors, which, if present in a young person’s life, increase the likelihood of their becoming involved in offending. These factors are summarised below.
### Risk Factors in Youth Offending (Home Office Crime Reduction Toolkit)

<table>
<thead>
<tr>
<th>Category</th>
<th>Risk Factors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family</td>
<td>- Parental criminality</td>
</tr>
<tr>
<td></td>
<td>- Poor parental supervision &amp; discipline</td>
</tr>
<tr>
<td></td>
<td>- Low family income/social isolation</td>
</tr>
<tr>
<td></td>
<td>- Family conflict</td>
</tr>
<tr>
<td>School</td>
<td>- Lack of commitment to school (truancy/exclusions)</td>
</tr>
<tr>
<td></td>
<td>- Disruptive behaviour (including bullying, aggressive &amp; hyperactive)</td>
</tr>
<tr>
<td></td>
<td>- Low achievement</td>
</tr>
<tr>
<td></td>
<td>- School disorganisation</td>
</tr>
<tr>
<td>Individual/Peer</td>
<td>- Alienation &amp; lack of social commitment</td>
</tr>
<tr>
<td></td>
<td>- Early involvement in problem behaviour</td>
</tr>
<tr>
<td></td>
<td>- Peer involvement in problem behaviour</td>
</tr>
<tr>
<td></td>
<td>- High proportion of unsupervised time spent with peers</td>
</tr>
<tr>
<td>Early adulthood</td>
<td>- Lack of skills or qualifications</td>
</tr>
<tr>
<td></td>
<td>- Unemployment or low income</td>
</tr>
<tr>
<td></td>
<td>- Homelessness</td>
</tr>
<tr>
<td>Community</td>
<td>- Community disorganisation</td>
</tr>
<tr>
<td></td>
<td>- Availability of drugs</td>
</tr>
<tr>
<td></td>
<td>- Opportunity for crime</td>
</tr>
<tr>
<td></td>
<td>- High percentage of children in the community</td>
</tr>
</tbody>
</table>

Similarly Waller et al. (2009) identified five interrelated categories of risk factors which they state need to be tackled in order to reduce crime namely:

- Family – Neglect, abuse, conflict, low supervision, lack of bonding
- School – Academic failure, truancy, dropping out, low interest, early misbehaviour
- Individual – Substance abuse, low motivation, aggressiveness, poor self-management, social skills deficit
- Neighbourhood – Disorganisation, poverty, drugs and gangs, poor living conditions, low social capital

Appropriately designed sport-based projects provide a way of reducing some of the risks outlined above and therefore reduce the risk that young people will become involved in crime and ASB. Again there was variation between the projects in terms of the risks that projects identified and prioritised. All of the pilot projects prioritised Individual/Peer risk factors as being the primary focus of the sport-based projects. Some of the projects also tackled particular aspects of community, family, and early adulthood risk. For example:

- At Westy the project had a definite focus on the family and the community in addition to the young people involved. Parents and other community members were encouraged to get involved in the project and the PCSO reported closer working relationships with the community which was reducing the opportunity for crime.
staff at Westy also recognised that working with schools was beneficial and in some instances they had worked with schools to try and address behavioural issues with certain participants.

- Bright Futures work with young women aged 11-25 aiming to raise their self-esteem and confidence around a range of issues which affect them including alcohol and substance misuse, sexual health and relationships, homelessness, family relationships, friendships, school, education, training, crime and anti-social behaviour. The sports-based projects provided a route to engage and retain young women in order to continue to address wider risk factors.

- The young people targeted for the Denbigh project were all males not in employment or in education (NEET) who were considered to be at risk of offending due to having very little to do. They were identified as young people who had been engaged in ASB and whose behaviour was seen to be problematic by both youth workers and PCSOs

Sportworks was developed by Substance in order to assess the impact and value of the sport for development sector as a whole, across a range of social policy outcomes. The approach utilises demographic data to examine participants’ risk based on the outcomes of ‘similar’ people in parallel with knowledge about risk protection strategies implicit in interventions in order to conduct an assessment of impact in monetary terms. Participant risk is calculated utilising a range of criteria including their age, gender, ethnicity, income, disability, referral route and lifestyle. In addition contextual data is also considered including levels of crime and deprivation in the locality. The intervention characteristics are utilised in order to ascertain the risk protection offered and these include activity, delivery slot and duration, number and type of partners and venue. In addition context is also considered in determining the risk protection offered.

The tool was developed based on the experiences of 3,888 projects from 198 agencies over a six-month period up to 31st March 2012 and is utilised in order to estimate the positive impact of sport for development projects against seven outcomes including reduced crime and anti-social behaviour. The other outcomes are:

- Improved educational attainment
- Improved educational attendance
- Reduced substance misuse
- Increased wellbeing
- Improved fitness
- Reduced levels of young people who are NEET

The Sportwork calculations indicate that the pilot projects have resulted in predicted cost savings of £150,543.162 related specifically to reduced crime and anti-social behaviour. In addition the tool has identified potential cost savings across the six outcomes summarised in Table 12.
Table 12: Sportsworks Weighted Cost Savings

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Weighted Cost Saving</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduced crime and anti-social behaviour</td>
<td>£150,543</td>
</tr>
<tr>
<td>Improved educational attainment</td>
<td>£18,560</td>
</tr>
<tr>
<td>Improved educational attendance</td>
<td>£25,386</td>
</tr>
<tr>
<td>Reduced substance misuse</td>
<td>£519,457</td>
</tr>
<tr>
<td>Increased wellbeing</td>
<td>£62,903</td>
</tr>
<tr>
<td>Improved fitness</td>
<td>£46,594</td>
</tr>
<tr>
<td>Reduced levels of young people who are NEET</td>
<td>£49,733</td>
</tr>
</tbody>
</table>

Utilising the individual weighted cost savings for the projects the order of the projects was shown to be:

- Sinfin (£49,190)
- Westy (£1290)
- Sutton Hill (£20,561)
- Bright Futures (Football £17,209 and Dance £14,141)
- Darnhill (£10,051)
- Gwent (£8850)
- Newstead (£7380)
- Bright Futures (Yoga £1655)
- Denbigh (£1289)

The Sportsworks analysis indicates that the pilot projects have engaged young people who are statistically known to be at risk of engaging in crime and ASB. By engaging at risk young people in sport-based projects potential savings of £150,543 are predicted specifically relating to reduction in crime and ASB. Importantly it also recognises the complexities of young people’s lives in that the same intervention can deliver cost savings across a range of dimensions included increased wellbeing and improved fitness. This complexity and interplay is recognised within the strategy Sporting Future.
4.4 Impact on reduced demand for police service in relation to youth crime and ASB

4.4.1 Introduction

In order to examine whether it was possible to demonstrate the impact of this programme on reducing youth crime and ASB the evaluation team focused on utilising the available data collated by the police in the areas in which the projects were located. Collation of the data was supported by the PCC contacts.

Demonstrating the impact of the projects quantitatively using ‘objective’ police data remains extremely challenging. In obtaining the ASB data in the project locations it became apparent that different police authorities collate the data in different ways and there are therefore inconsistencies in the data collection.

- The ASB data that is collated varies between areas e.g. not all areas record whether an ASB incident is youth-related or not
- There is considerable subjectivity in terms of the data that is collated in terms of coding the data when the ‘calls for service’ are made
- Reports of ASB are influenced by a number of factors and often this results in counter-intuitive effects e.g. someone is likely to report ASB more if they feel their reporting will be acted upon therefore an increase in ASB may actually reflect an increase in confidence in the police
- Some areas do not for example distinguish between adult and youth-related ASB.

In 2011 the way in which ASB incidents were recorded was changed. Prior to this there were 14 different categories of incident recorded but these were reduced in 2011 to three types: Personal, Nuisance and Environmental. The rationale for the changes was to ensure that call handlers receiving the reports of ASB prioritised consideration of the risk caused by the ASB to individuals, groups and the community as this was not necessarily the case previously. This new approach was based on the Home Office’s case management principles (Home Office, 2010) rather than an incident based approach. Through utilising these simplified categories the emphasis was changed from recording incidents to identifying the extent of the risk for those involved. This change was in response to recent cases where prolonged ASB had resulted in tragic outcomes for vulnerable victims. In classifying reports according to these 3 descriptors call-handlers utilise risk identification and assessment in their consideration and questioning process as none of the categories has a particular response grading per se.

The pilot programme specifically aimed to reduce youth related ASB through sport. Attributing reductions in youth crime and ASB to specific programmes is extremely challenging as this requires conducting a quasi-experimental evaluation which is based on a scientific model which makes unrealistic assumptions about the programme and the context in which the intervention is taking place. Even if a reduction in youth crime and ASB can be identified inferring cause and effect is difficult (Sherman et al, 1997). Evidence is required...
that indicates whether any change that has occurred is actually due to the intervention being researched or due to other confounding variables. The Maryland Scientific Method Scale (SMS) was developed in order to assess the robustness of evaluation approaches. There are five levels to the scale with Level 5 being the most robust approach and Level 1 the least robust. The mid-point of the scale Level 3 is described as:

‘Comparison of outcomes in treated group after an intervention, with outcomes in the treated group before the intervention, and a comparison group used to provide a counterfactual’.

Across the range of projects, ASB data was collated for two years – one year prior to the pilot and the year of the pilot. An attempt was made to contribute some quantitative insight into the impact of the project by comparing the monthly number of youth related ASBs both before and during the project taking place. This is equivalent to undertaking an analysis that corresponds to the top line of the Maryland Scale 3 figure below.
Quasi-experimental evaluation – Maryland Scale 3

With ideal data a Maryland Scale 3 analysis can be undertaken making use of a ‘Difference-in-Difference’ regression analysis. The formula for the analysis is given in equation 1 below. The equation postulates that outcomes, in this case the number of monthly ASB incidents, will vary over the locations ‘i’ and time periods ‘t’. The analysis is based on an estimation of how the outcomes are generated by identifying if an incident occurs in a ‘treated’ area or not, that is where the intervention has taken place or not through a variable labelled ‘Treatment’ scored ‘1’ if this is the case and ‘0’ otherwise. The impact of the timing of the treatment is identified through the variable ‘Project’ which is scored ‘1’ if the intervention has occurred and ‘0’ if not. Finally, the most important component of the model is the variable ‘Treatment*Project’ which is scored ‘1’ if the treatment has occurred or not and the outcome is in the treated area. Based on the data the ‘β’ coefficients are estimated and their sign indicates the direction that the treatment area (through $β_2$), project (through $β_3$) and treatment area and project combined – which is the genuine impact of the project (through $β_4$) have on the outcomes. Statistical significance of the coefficients then indicate if the results have relevance for the population. In the current context the aspiration would be for $β_4$ to be negative which shows that the incidence of ASBs fell in the treated area after the project took place. The analysis thus identifies this impact whilst controlling for general time trend in the incidence of ASBs given by the estimate for $β_3$ and also factors that could be influencing the incidence of ASBs in the treated area that are not connected with the treatment and given by $β_2$. ¹

(1) $\text{Outcome}_{it} = β_1 + β_2 \text{Treatment}_i + β_3 \text{Project}_t + β_4 (\text{Treatment} * \text{Project})_{it} + ε_{it}$

In the case in which there is a single treatment area versus another control area scored ‘1’ and ‘0’ respectively and the project variable is scored ‘1’ if the intervention has occurred and ‘0’ if not, then equation 2 can be estimated.

(2) $\text{Outcome}_{it} = β_1 + β_2 \text{Treatment}_i + β_4 (\text{Treatment} * \text{Project})_{it} + ε_{it}$

In the absence of a control group the analysis has to be confined to estimating the model given in equation 3 (note the loss of the ‘i’ subscript as there is only one area).

¹ The term $ε_{it}$ recognises that there are unmeasured effects on the outcome.
(3) \[ \text{Outcome}_t = \alpha_1 + \alpha_3 \text{Project}_t + u_t \]

This means that limitations, for example, noted by Coalter (2007) and reported above, such as the lack of control groups and a failure to control for potentially intervening and confounding variables, cannot be addressed. In other words in some of the data analysis that follows other factors might have influenced the incidence of ASBs in the area that includes the treatment area and others and these factors are not specific to the treatment area. The following analysis has been undertaken.

4.4.2 Analysis of ASB Data relating to case study projects

The analysis of the ASB data for five projects is presented below. The projects are:

- Westy
- Bright Futures
- Telford
- Newstead
- Darnill

Data was not accessed for the other projects as a result of the youth-tag not being present in certain areas and due to the resource constraints on individuals within certain police forces.

a) Westy

Figure 1 indicates the time trend of incidence of ASBs in Westy and also indicates

![Figure 1: Incidence of Youth ASB: Westy](image-url)
when the intervention took place. Though there is variation in behaviour, there is, nonetheless, a clear reduction in the average number of ASB incidents in the period after October 2015 when the intervention began. With the clear understanding that confounding influences are not controlled for there in the data above, there is some evidence of a reduction in the incidence of ASB in Westy associated with the intervention.

To test for the statistical significance of the change in incidence of ASB four specific regression analysis were undertaken, using the STATA14 software, to model the incidence of monthly ASB between October 2014 and October 2016, with results reported in Table 1. In this table variables are defined as follows:

YouthASB: The number of ASB reports per month
YouthASBlag: The number of ASB reports per month for the previous month
Project: Scored ‘1’ from October 2015 when the Westy intervention began and scored ‘0’ for periods before this.

Columns 3 and 4 report results for an estimate of equation 3 directly. In columns 1 and 2 the previous month’s incidence of ASB was added to the analysis. The aim in doing this was to control for some persistence in behaviour that might be evident. Columns 1 and 3 also report results with robust standard errors which controls for statistical problems in the data.$^2$ Comparing the results allows for some robustness check on the conclusions that are drawn.

<table>
<thead>
<tr>
<th></th>
<th>(1)</th>
<th>(2)</th>
<th>(3)</th>
<th>(4)</th>
</tr>
</thead>
<tbody>
<tr>
<td>YouthASBlag</td>
<td>0.0176</td>
<td>0.0176</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(0.09)</td>
<td>(0.08)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(-1.94)</td>
<td>(-2.05)</td>
<td>(-2.21)</td>
<td>(-2.28)</td>
</tr>
<tr>
<td>Constant</td>
<td>20.45***</td>
<td>20.45***</td>
<td>20.17***</td>
<td>20.17***</td>
</tr>
<tr>
<td></td>
<td>(3.49)</td>
<td>(3.82)</td>
<td>(5.65)</td>
<td>(7.65)</td>
</tr>
<tr>
<td>n</td>
<td>24</td>
<td>24</td>
<td>25</td>
<td>25</td>
</tr>
<tr>
<td>R²</td>
<td>0.205</td>
<td>0.205</td>
<td>0.184</td>
<td>0.184</td>
</tr>
</tbody>
</table>

$t$ statistics in parentheses

* $p < 0.1$, ** $p < 0.05$, *** $p < 0.01$

$^2$ In addition a Durbin Watson test for first order serial correlation of the residuals was undertaken as this is a typical diagnostic test for time-series data. For example, for model 1 a value of 1.674 does not lie below and is above 1.206 and 1.550 respectively and so is sufficiently close to 2 to suggest no first order serial correlation. This is confirmed by the modified Durbin Watson test for small samples in which an $F$ statistic of 0.828 ($\text{Prob}>F = 0.3737$) is obtained. For more details see [http://www.stata.com/manuals13/regresspostestimationtimeseries.pdf](http://www.stata.com/manuals13/regresspostestimationtimeseries.pdf) (last retrieved 1.12.16).
In each of these models the constant variable measures the average number of ASB incidents assuming that the other variables were equal to zero, and suggests that this is approximately 20 cases per month. The coefficients on the variable Project’ across all models shows that the number of ASBs falls by between 8 and 9 cases – dependent on the model – for the time periods that the intervention is present. The $R^2$ result measures the proportion of variation in the number of ASBs in the sample that is accounted for by the variables in the model. The results suggest that this is approximately between 18 and 20 per cent. Consequently, although the data show wide variation, the analysis shows that during the project the number of incidents decreased by 8 or 9 cases per month with a corresponding reduction in cases of 108 incidents over the period examined.

b) Bright Futures

The same approach was applied to Bright Futures. In this case the aim was to model the incidence of monthly ASB between October 2014 and September 2016, with results reported in Table 2. In this table variables are defined as follows:

YouthASB: The number of ASB reports per month
YouthASBlag: The number of ASB reports per month for the previous month
Project: Scored ‘1’ from October 2015 when the Bright Futures intervention began and scored ‘0’ for periods before this.

Figure 2 illustrates a similar step change in the monthly number of ASB incidents subsequent to the intervention.
More caution should be attached to this claim as the data shows an upturn towards the end of the sample period, which could be suggestive of longer cyclical change. In this regard it is clear, compared to Westy, that a seasonal pattern is evident, with dips in ASB in the winter months. Nonetheless the average values of the number of ASB incidents do fall on average during the intervention period.

Table 2 presents the results of regression models that follow the same approach adopted for the Westy data. Columns 1 and 2 report results in which lagged ASB is added to the model to control for any persistence in behaviour, whilst columns 1 and 3 report results with robust standard errors. The results suggest significant reductions in the number of ASB incidents of between 30 and 37 cases per month whilst the intervention is running, which accounts for approximately 446 ASB incidents over the period of the intervention.  

Table 2. Incidence of Youth ASB October 2014 to September 2016 (Bright Futures).

<table>
<thead>
<tr>
<th></th>
<th>(1)</th>
<th>(2)</th>
<th>(3)</th>
<th>(4)</th>
</tr>
</thead>
<tbody>
<tr>
<td>YouthASB</td>
<td>0.201</td>
<td>0.201</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(1.23)</td>
<td>(0.99)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project</td>
<td>-30.14**</td>
<td>-30.14**</td>
<td>-37.17***</td>
<td>-37.17***</td>
</tr>
<tr>
<td></td>
<td>(-2.14)</td>
<td>(-2.18)</td>
<td>(-3.12)</td>
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<tr>
<td>_cons</td>
<td>72.10***</td>
<td>72.10***</td>
<td>90.58***</td>
<td>90.58***</td>
</tr>
<tr>
<td></td>
<td>(3.67)</td>
<td>(3.64)</td>
<td>(8.71)</td>
<td>(10.76)</td>
</tr>
<tr>
<td>N</td>
<td>23</td>
<td>23</td>
<td>24</td>
<td>24</td>
</tr>
<tr>
<td>R²</td>
<td>0.322</td>
<td>0.322</td>
<td>0.307</td>
<td>0.307</td>
</tr>
</tbody>
</table>

* t statistics in parentheses
** p < 0.1, *** p < 0.01

** (Cuckoo Oak)

In the case of the intervention at Cuckoo Oak, a control group Donnington was identified. In contrast with the analyses for Westy and Bright Futures, this enabled equation 2 to be estimated, which is a closer approximation to the difference-in-difference model, though does not include post-intervention behaviour. Despite this, figure 3 shows that there was no

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3 The Durbin Watson test for first order serial correlation of the residuals for model 1 of 1.8089 does not lie below and is above 1.188 and 1.5460 respectively and so is also sufficiently close to 2 to suggest no first order serial correlation. This is also confirmed by the modified Durbin Watson test for small samples in which an F statistic of 0.928 (Prob>F = 0.3476) is obtained.

4 The serial correlation tests already used do not apply in this ‘panel-data’ context. However a panel data test due to Wooldridge (2002) suggests that no first order autocorrelation is present with an F statistic 29.147 (Prob > F = 0.1166).
obvious adjustment in the incidence of ASB for Cuckoo Oak before and during the intervention but that there was a consistently greater incidence of ASB in Cuckoo Oak compared to Donnington.

Table 3 presents the statistical results for the estimation of equation 2 over the two areas. As with Westy and Bright Futures, columns 1 and 2 include the lagged incidence of ASB and columns 1 and 3 report results with robust standard errors. In these results, the variable ‘project’ now refers to the cases which include the treated area ‘Cuckoo’ and also cases subsequent to the intervention being in place. In all analyses the variable is insignificant. However, there is evidence that in Cuckoo Oak, the treated area, approximately 1.4 to 1.6 cases of ASB are more likely per month as indicated by the statistically significant coefficients on ‘Treatment’. It is important to note here however that the location of this project was determined because of concerns about a sudden increase in ASB in the area including one very serious incident involving a targeted individual at high risk of entering the criminal justice system. It may be plausible that ASB within the area would have exceeded the previous year’s figures without the intervention.

![Figure 3. Incidence of Youth ASB: Cuckoo and Donnington](image-url)
Table 3. Incidence of Youth ASB October 2014 to September 2016 (Cuckoo Oak and Donnington).

<table>
<thead>
<tr>
<th></th>
<th>(1) YouthASB</th>
<th>(2) YouthASB</th>
<th>(3) YouthASB</th>
<th>(4) YouthASB</th>
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<tbody>
<tr>
<td>YouthASBlag</td>
<td>-0.0330</td>
<td>-0.0330</td>
<td></td>
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<td></td>
<td>(-0.26)</td>
<td>(-0.21)</td>
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<td></td>
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<tr>
<td>Treatment</td>
<td>1.550***</td>
<td>1.550**</td>
<td>1.417***</td>
<td>1.417**</td>
</tr>
<tr>
<td></td>
<td>(3.30)</td>
<td>(2.04)</td>
<td>(3.17)</td>
<td>(2.08)</td>
</tr>
<tr>
<td>Project</td>
<td>0.820</td>
<td>0.820</td>
<td>0.917</td>
<td>0.917</td>
</tr>
<tr>
<td></td>
<td>(0.70)</td>
<td>(0.98)</td>
<td>(0.87)</td>
<td>(1.16)</td>
</tr>
<tr>
<td>_cons</td>
<td>1.076***</td>
<td>1.076**</td>
<td>1.000***</td>
<td>1.000**</td>
</tr>
<tr>
<td></td>
<td>(4.97)</td>
<td>(2.44)</td>
<td>(5.81)</td>
<td>(2.54)</td>
</tr>
<tr>
<td>N</td>
<td>46</td>
<td>46</td>
<td>48</td>
<td>48</td>
</tr>
<tr>
<td>$R^2$</td>
<td>0.218</td>
<td>0.218</td>
<td>0.220</td>
<td>0.220</td>
</tr>
</tbody>
</table>

$t$ statistics in parentheses

* $p < 0.1$, ** $p < 0.05$, *** $p < 0.01$

**d) Newstead**

In the case of Newstead the aim was to model the incidence of monthly ASB between January 2013 and September 2016. Results are reported in Table 4. As there was no control group for the analysis, the model implied in equation 3 is estimated. In this table variables are defined as follows:

YouthASB: The number of ASB reports per month
YouthASBlag: The number of ASB reports per month for the previous month
Project: Scored ‘1’ from November 2015 onwards when the Newstead intervention began and scored ‘0’ for periods before this.

Table 4. Incidence of Youth ASB January 2013 to September 2016 (Newstead).

<table>
<thead>
<tr>
<th></th>
<th>(1) YouthASB</th>
<th>(2) YouthASB</th>
<th>(3) YouthASB</th>
<th>(4) YouthASB</th>
</tr>
</thead>
<tbody>
<tr>
<td>YouthASBlag</td>
<td>0.104</td>
<td>0.104</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(0.66)</td>
<td>(0.72)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project</td>
<td>-0.248</td>
<td>-0.248</td>
<td>-0.342</td>
<td>-0.342</td>
</tr>
<tr>
<td></td>
<td>(-0.80)</td>
<td>(-0.74)</td>
<td>(-1.05)</td>
<td>(-0.98)</td>
</tr>
<tr>
<td>_cons</td>
<td>0.564***</td>
<td>0.564***</td>
<td>0.706***</td>
<td>0.706***</td>
</tr>
<tr>
<td></td>
<td>(3.42)</td>
<td>(2.89)</td>
<td>(3.96)</td>
<td>(4.09)</td>
</tr>
</tbody>
</table>
As with the other cases, columns 1 and 2 report results in which lagged ASB is added to the model to control for any persistence in behaviour, whilst columns 1 and 3 report results with robust standard errors. The results suggest fractional declines in the number of ASB incidents but there is no statistical significance associated with the impact. This is suggestive of some nascent influence of the intervention.\(^5\) Figure 4 supports this observation. However, it is important to note that there is evidence of a relatively large leap in the incidence of ASB between April and July, which seems to coincide with the period before the intervention took place. This seasonality requires some further investigation as, without it there is some apparent reduction of the incidence of ASB, for example around the January and July period.

\begin{table}[h]
\centering
\begin{tabular}{lcccc}
\hline
& N & 44 & 44 & 45 & 45 \\
& \(R^2\) & 0.028 & 0.028 & 0.022 & 0.022 \\
\hline
\end{tabular}
\caption{\textit{t} statistics in parentheses
\(^* p < 0.1, \quad ^{**} p < 0.05, \quad ^{***} p < 0.01\)}
\end{table}

\(^5\) The fractional nature of the coefficients on the models can be understood better by saying that if 10 ASB incidents took place without the intervention, the intervention would reduce this figure by between 2 and 3 cases approximately.

\(^6\) In this case there is some evidence of serial correlation in the models with a lagged dependent variable included. Whilst the Durbin Watson test for first order serial correlation of the residuals for model 1 of 2.19 does not lie below and is above 1.391 and 1.600 and so is also sufficiently close to 2 to suggest no first order serial correlation. This is rejected by the modified Durbin Watson test for small samples in which an F statistic of 9.362 (Prob>F = 0.0039) is obtained. Without the lagged dependent variable included this becomes 0.494 (Prob>F=0.4862). Models 2, 3 and 4, in which either robust standard errors and/or the removal of the lagged dependent variable is included, are therefore more reliable. However, there is little difference in the interpretation of the results.

The locality manager responsible for Newstead believed that ASB in the area is under-reported for a number of complex reasons. She suggested that the cultural norms within the
community are such that behaviour that would not be tolerated in other communities is accepted within this area and has become normalised. The locality manager also suggested that there is a lack of trust of the police because the community do not feel the police are interested in the community and therefore crime and ASB goes unreported.

e) Darnhill

In the case of Darnhill the aim was to model the incidence of monthly ASB between August 2014 and October 2016. Results are reported in Table 5. As there was no control group for the analysis, as with Newstead, the model implied in equation 3 is estimated. In this table variables are defined as follows:

YouthASB: The number of ASB reports per month
YouthASBlag: The number of ASB reports per month for the previous month
Project: Scored ‘1’ from November 2015 onwards when the Darnhill intervention began and scored ‘0’ for periods before this.

| Table 5. Incidence of Youth ASB August 2014 to October 2016 (Darnhill). |
|-----------------|-----------------|-----------------|-----------------|
|                | (1)             | (2)             | (3)             | (4)             |
| YouthASBlag    | 0.0268          | 0.0268          | 0.0268          | 0.0268          |
|                | (0.12)          | (0.13)          | (0.00)          | (0.00)          |
| Project        | 0.00413         | 0.00413         | 0.181           | 0.181           |
|                | (0.00)          | (0.00)          | (0.18)          | (0.18)          |
| _cons          | 5.388***        | 5.388***        | 5.357***        | 5.357***        |
|                | (4.06)          | (3.88)          | (9.89)          | (7.63)          |
| N              | 26              | 26              | 27              | 27              |
| R²             | 0.001           | 0.001           | 0.001           | 0.001           |

* t statistics in parentheses
** p < 0.1, *** p < 0.05, **** p < 0.01

Once again, columns 1 and 2 report results in which lagged ASB is added to the model to control for any persistence in behaviour, whilst columns 1 and 3 report results with robust standard errors. The results suggest no effect of the intervention on behaviour. Figure 5 supports this observation.

It is perhaps important to note that this project was located in this location partly because it

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7 In this case there was no evidence of serial correlation in the models. The Durbin Watson test for first order serial correlation of the residuals for model 1 of 1.896 does not lie below and is above 1.019 and 1.318 and so is sufficiently close to 2 to suggest no first order serial correlation. This is supported by the modified Durbin Watson test for small samples in which an F statistic of 0.468 (Prob>F = 0.5008) is obtained.
was anticipated that the project would link to the youth service ‘youth bus’ which regularly visited Darnhill in order to offer a mobile youth service. This provision was withdrawn in February 2016 which was not long after the pilot project started.

![Figure 5. Incidence of Youth ASB: Darnhill](image)

### 4.4.3 Indicative Cost-Benefit Analysis

The above analysis suggests that in the case of Westy and Bright Futures statistically significant reductions in the incidence of ASB is observed. In the former case the data covers an intervention period of 13 months and in the latter case this includes a period of 12 months for the latter. Based on New Economy[^1] data for the fiscal costs of ASB, updated using the CPI, to current prices is £891.39.


This is a fiscal cost – that is connected with reductions in policing costs etc. and does not include economic or social costs. The Consumer Price Index (CPI) for 2003, which is the date of this value, was 75.5 if the CPI was based at 100 in 2015 which is approximately the time of the interventions. This means that the current value of the fiscal cost at the intervention period is $(673 \times 100)/75.5 = £891.39$ [https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/d7bt/mm23](https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/d7bt/mm23) last retrieved 19.12.16
This suggests that based on the coefficients estimating the impact of the projects on ASB in Tables 1 and 2 respectively the conservative values saved for Westy and Bright Futures is:

- **Westy**: 13 months x 8 ASB x 891.39 = £92,704.56
- **Bright Futures**: 12 months x 30 ASB x 891.39 = £320,900.40

Against these values need to be charged:

- Capital costs and any one-off investment in facilities etc.
- Revenue costs that vary with the activity such as any staffing etc.
- In-kind costs not paid for, but provided, for example by charities.[2]

The in-kind costs of the pilot programme included below that were not funded by the Home Office were met by local delivery partners, StreetGames and the PCCs involved in the pilot programme.

- **Total Cost Year 1**: £145,900 (including Home Office funding £59,650)
- **Total Cost Year 2**: £117,900 (including Home Office funding £61,650)

The cost savings of the statistically significant identified benefits relating to Westy and Bright Futures of £413,604 were therefore achieved with a financial investment of £263,800 which resulted in a net saving of £149,804. This figure is based on reduced demand for police calls for service relating to youth-related ASB at two projects.

The Green Book principles document the importance of a number of factors in appraising and evaluating projects, including the comparison of benefits and costs at a common point in time, and the opportunity cost of resources invested into programmes be considered. The above calculations capture the first point but a full cost-benefit analysis was beyond the scope of this evaluation. It should also be noted that statistically significant effects were only identified in two intervention sites, and the scale of savings were driven, in large part, by Bright Futures. In both of these cases, moreover, no control group could be identified. Caution should be attached therefore in making general claims from the analysis. The fiscal costs of ASB also rely on a considerably dated general source. Moving towards a more case-specific cost of ASB would clearly improve the validity of the estimated savings.

Finally, something that is not possible to forecast is the ecological sustainability of the cost savings. Statistical modelling relies on the assumption that ASB develops out of an underlying stable data generating process. If the interventions have longer term impacts on the evolution of ASB, it would naturally become path dependent and decline reducing the need (and measured effectiveness) of the interventions. Should the innovation and attractiveness of the interventions also become perceived to be less attractive over time to

the community then whilst the need for an intervention remains, the measurement of an existing intervention’s effectiveness will fall. In the absence of knowledge connected with the potential/capacity for ASB, as well as the inducements to engage in intervention programmes in an area it is difficult to assess the likely future effectiveness of the interventions outside of the evaluation study. This makes it important to monitor impact longitudinally not only in the sense of the incidence of ASB but also the social ecology within which the intervention is located and likely to engage with the community.

Based on the costings of the network of StreetGames Doorstep Sports Clubs the costs of sustaining established local projects over the last three years has been an average of £7291 (Cash Contribution £4,500 plus £2,791 of a mix of cash and ‘in kind’ support). This figure provides a useful estimate of the costs of sustaining established projects in the future.

4.4.4 Summary of issues arising from the ASB data analysis

The main aspiration for this programme was to identify effective ways of utilising sport to reduce youth crime and ASB. The analysis above has drawn on ASB data supplied by the police in order to assess whether the impact of the pilot can be demonstrated using this data. The approach that has been adopted attempted to meet the requirements of Maryland Scale 3 which requires comparative/control data to be utilised and this has only been possible in one location (Cuckoo Wood). The reasons for this are:

- Not all police authorities record ‘youth-related’ ASB which is a requirement for the approach
- There have been considerable delays in securing the data as a result of delays in identifying key personnel and gaining permissions for the data to be released. Additionally the police receive a large number of requests for data and more urgent requests are necessarily prioritised by the very limited police staff engaged in this activity
- Identifying ‘control’ locations has proved extremely problematic because this requires considerable insight about other locations and a consensus about what parameters should be used as benchmarks of similarity. In the one area where comparative data was provided a similar beat area was identified based on population, geography (urban) and demographics, particularly general age profile and deprivation. Similar levels of knowledge did not seem to be shared across all regions by the contacts in a position to request the data.
- Often the site of the pilot project was chosen specifically because the location is also very unique.
- The analysis above has also indicated that the context in which the pilot projects have taken place are complex environments which give rise to many potential confounding variables which may be unknown to the project leads which means that the pilot programme does not neatly fit the requirements of Maryland Scale 3.
- A final limitation of the analysis is that the pilot projects typically took place on one or two evenings per week whilst the data that has been analysed relates to youth-related ASB across whole months. There is a limit to what can reasonably be
expected by such an intervention in a context of austerity which has resulted in a huge reduction in youth provision in disadvantaged communities.

The discussion above indicates that the pilot programme has been associated with reductions in youth-related ASB in two locations. It has also highlighted the complexity of evidencing the impact of sports-based interventions on youth-related ASB using existing police data collection processes.

Whilst it is recognised that other factors might have influenced the incidence of ASB in these project locations the analytical approach that has been adopted has the strength of providing a comparison between two different time periods. The aspiration to meet the requirements of Maryland Scale 3 and obtain comparative data for a control location for each of the pilot projects proved challenging to obtain as outlined above. It is clear that accessing such control data would enhance the approach further if these challenges can be addressed locally in by the stakeholders (PCCS, local delivery partners) involved in delivering the programme. Moreover, the provision of more localised ASB cost data would help to provide more focussed cost-benefit calculations. It remains, therefore, that longitudinal comparative data to feed into these calculations is essential in seeking to provide the most valid insights into the value of the interventions.
5. Summary of learning from the pilot projects

The pilot programme resulted in eight sport-based pilot projects that engaged 556 participants of which 69% were male and 31% female. The total number of sessions delivered was 898 and the total number of attendances by participants was 9237. These achievements exceed the targets for the pilot programme.

As noted above it is important to examine the effectiveness of the pilot projects in terms of what it is reasonable to achieve within limited resource constraints in disadvantaged communities facing a range of complex challenges in a context of austerity. However the case study findings have indicated that the pilot projects can be considered to provide cost-effective solutions when they are viewed as:

‘A bespoke sport-based project which addresses an identified youth-related ASB issue within a disadvantaged community.’

All of the pilot projects were established in response to a particular community concern within a disadvantaged community and this need was identified using input from a number of stakeholders who were very familiar with the local area. Some of the pilot projects were newly developed whilst others were extensions to existing projects. The bespoke pilot projects that were developed in response to these issues benefitted from:

- The wealth of experience of the project leads who were experienced with the doorstep approach and who prioritised the needs of young people whilst adopting a young-person centred approach
- Coaches who were experienced in both sport and with working with young people who were able to create pilot projects with a clear and supportive ethos
- An sport-based offer that was attractive to young people which provided rewarding experiences for young people thereby enhancing retention of young people
- A flexible approach that enabled projects to respond to changes in the local context and to challenges that inevitably arose
- Sustained delivery that engaged young people in the long-term thus enabling good working relationships to be developed with young people. Where PCSOs and Neighbourhood wardens were involved these improved relationships were extended beyond the pilot project setting
- Partnerships with other organisations but the nature and extent of these varied across projects. In some cases these partnerships facilitated additional opportunities for young people to engage in and in others they resulted in additional resources being levered. Multi-agency working also helped to ensure target individuals that were known to be engaged in ASB were successfully targeted in some projects.

The main strength of the pilot projects was the strong offer that was created for young people locally and this is reflected in the feedback from young people. The End of Pilot Survey revealed that:

- 92% of young people agreed with the statement ‘I enjoy this session’ (87% agreed ‘a lot’) and 94% of young people agreed with the statement ‘I would recommend this session to a friend’ (82% agreed ‘a lot’)

87
90% of young people agreed with the statement ‘I can have a laugh with the coach’ (73% agreed ‘a lot’) and 93% of young people agreed with the statement ‘The coaches are firm but fair’ (71% agreed ‘a lot’)

91% of young people agreed with the statement ‘The coach gets who I am’ (69% agreed ‘a lot’) and 89% of young people agreed with the statement ‘I can talk to the coach about things that bother me’ (60% agreed ‘a lot’)

85% of young people agreed with the statement ‘I have met new people here’ (48% agreed ‘a lot’)

84% of young people agreed with the statement ‘I have had rewards for attending this session’ (55% agreed ‘a lot’) and 89% of young people agreed with the statement ‘I have done extra activities because of this session’ (53% agreed ‘a lot’)

94% of young people agreed with the statement ‘I am treated with respect here’ (81% agreed ‘a lot’) and 94% of young people agreed with the statement ‘I feel part of something here’ (75% agreed ‘a lot’)

89% of young people agreed with the statement ‘I have learnt new things here’ (64% agreed ‘a lot’) and 78% of young people agreed with the statement ‘I am getting on better at school because of this session’ (45% agreed ‘a lot’)

93% of young people agreed with the statement ‘I feel better about myself because of this session’ (61% agreed ‘a lot’)

Given the positive feedback from young people about the sport-based pilot experiences it is perhaps not surprising that young people report a range of positive impacts arising through their involvement in the pilot projects both qualitatively and through the End of Pilot survey findings. The survey results indicated that a high percentage of young people self-report a number of positive changes as a result of their involvement in with the pilot projects. More than 60% of young people agreed strongly (A lot) that they were more motivated to engage in activities now, more active and more confident now, better at working in a team and able to communicate better now. Less than 10% disagreed that these changes were relevant to them. Interestingly 94% of young people agreed that they get on better with adults now (60% agreed a lot) which is an important finding given the nature of the pilot.

The effectiveness of the projects demonstrated through qualitative case studies was explained using a framework developed based on existing academic literature and on interviews with key stakeholders at the outset of the pilot. This enabled the development of a logic model which visually represents the ‘how’ and ‘why’ the pilot projects impacted on reducing youth-related crime and ASB. The process also resulted in the identification of ten key characteristics which can be considered to be ‘ingredients’ of an effective sport-based intervention. Of the ten characteristics five were considered to relate to ‘the offer’ that the project provided for young people to engage in and the other five were considered to be concerned with the structure of the project. These characteristics were shared with project leads at various times and the project leads agreed that these ‘ingredients’ were valid in accounting for the success of the pilot projects. The ‘ingredients’ provide a framework for planning new projects and for evaluating the success of the projects in the context in which they are located - they are not intended to provide a blue print or template to be replicated uniformly.

Demonstrating the impact of the projects in a robust manner has proved extremely challenging and these challenges are documented throughout the report. The aspiration to
utilise existing police data has been useful to explore but the analysis has not been possible in all locations. Undertaking the analysis of police data has highlighted that alternative ways of demonstrating impact should be considered in the future. It has also demonstrated that this police ASB data is a useful source of information when making decisions about where to locate sport-based provision.

The pilot projects were shown to be effective in developing bespoke localised projects in response to local challenges. The resultant projects varied in the extent to which they could be classified as developmental or diversionary. The pilot programme suggests that the dichotomous classification of projects as diversionary or developmental is too simplistic and viewing the projects as being on a continuum maybe a more useful way to view the projects. Projects which are developed primarily as diversionary typically also contain elements of learning and of personal development.

The reasons why young people engage in ASB were identified as being varied. Much of the ASB that the pilot projects aimed to curb can be described as ‘situational’ because young people have nowhere to go and nothing to do in their free time as a result of living in disadvantaged communities. Within the academic literature developmental interventions are perceived to be more valuable in preventing individuals from engaging in crime and ASB than diversionary projects (e.g. Crabbe et al. 2006) because they enable young people to join – and remain on – a positive pathway. This argument measures the success of projects at the level of individuals disengaging in crime. When the focus is the impact on the community this argument can be contested because other members of the community may feel safer if young people are simply diverted away from public areas into positive activities.

Knowing young people’s starting points – and therefore their needs is important if projects are to be successful in reducing crime and ASB in the long term. There was considerable diversity amongst the diversity of the participants involved in the pilot projects and these included young people known to have a high risk of becoming criminalised, young people who were perceived to be causing a nuisance by hanging around in public spaces and young people who were identified as being at risk of being a victim of crime. Understanding who the project is engaging is vital in order to ensure that young people’s needs are met and in ensuring that the impact of the project is demonstrated effectively.

Inevitably with a pilot project there were a number of challenges that were experienced by project leads. Multi-agency/partnership approaches were shown to be very valuable for projects where they existed but a number of projects experienced difficulties in developing these partnerships. Often this was challenging because the reductions in public spending arising through austerity had resulted in a lack of local resources on which to draw. The original delivery plans for the pilot projects were built on an expectation that multi-agency working would be possible. The lack of such opportunities presented a number of challenges for the projects including:

- Engaging the ‘right’ young people
- Creating sustainable projects
- Developing opportunities for personal growth

Some projects struggled to retain young people over the duration on the programme. This reflects other studies which indicate that young people’s needs change over time and this
presents projects with the challenge of being able to accommodate young people’s needs over time. Retention over the summer was particularly challenging for most projects.

Projects were typically located in locations that were known to be experiencing high levels of ASB but the ‘right location’ for projects was not always available. That is locations on the doorstep were limited. Activities that were located in MUGAs faced greater challenges in retaining young people within sessions and over the longer term. (e.g. Winter sessions were more popular than summer sessions, poor weather impacted on continuity of sessions, MUGAs were viewed as belonging to the young people in the community and this impacted on the authority of the coach)

At the outset of this programme the preferred model for the project was for each project to engage with a target group of young people through sport within a session over an extended period of time. The pilot has shown that this model may not be appropriate in all cases and that other models may also have value. The experiences of North Wales suggest that an alternative approach to this may be to utilise existing provision and refer targeted young people into this provision. This is only possible however where there is multi-agency working which enables appropriate referrals to be made. It also requires staff at the existing provision to recognise that the young person may need additional support.

The pilot programme involved both new projects and projects that were extensions to existing projects. The pilot has highlighted that setting up new projects is time consuming and the lead in time is considerable. This is illustrated by Westy which was described by one of the project leads as being ten years in the making because the project benefited from previous failed attempts to develop effective interventions in the area. This also highlights the importance of maximising the likelihood of projects succeeding as failure is likely to leave young people increasingly disillusioned.

The pilot projects were developed based on the local knowledge of the project leads. Despite the best of intentions two of the projects that were originally developed through the pilot ceased delivery for reasons specific to each project. At one project the established and highly valued coach left the area and a suitable replacement could not be found. At the other project the delivery organisation recognised at an early stage that they did not have the capacity to deliver the project and they therefore withdrew from the programme. The decision to suspend these projects indicates the complexity of developing new projects and highlights the importance of projects having the flexibility to change and if necessary start again if project staff find what they are doing is not working as anticipated.

Sustainability is recognised as being a long term aspiration but again there may be different models of sustained impact. It is the long term engagement of young people on a positive pathway that is of most value and it is this that projects need to work towards rather than necessarily sustaining the project itself.

‘I prefer a blanket approach. The more positive experiences we can give them the better the chances they be offending or re-offending. It’s not just about the sports sessions it’s about following that up with opportunities for them to have those aspirations and goals later on.’ (Community Sport Manager)
Sport is a useful tool for engaging some young people who are at risk of being involved with ASB but not all young people. Some of the comments from young people indicated that the projects are attracting certain young people but that not all young people are attracted to – or are able to access - the sport that is on offer and this is important to consider.

‘There’s loads of people but they just don’t like football ...They all smoke and so they can’t play football because they get tired really easy.’ (Young Participant)
6. Recommendations for future Work

6.1 Introduction

This final section draws on the evaluation of the Home Office Funded pilot and additionally on two other programmes that have utilised sport-based approaches to reduce youth-related crime and ASB. The additional two programmes are the Network Rail Tackling Track Safety Project (TTSP) and the South Yorkshire Sport for Change programme. The TTSP project had a clear focus on delivering educational messages about track safety. The Sport for Change project had many similarities to the StreetGames pilot programme but the main difference was that the projects were limited in duration and focused specifically on ASB issues arising over the summer period.

All three programmes utilised sport as an engagement tool in order to deliver the wider programme aims and were therefore reliant on creating an effective sport-based ‘offer’ for the young people involved. The three programmes shared the common aim of reducing youth crime but they all adopted different approaches. The Home Office programme was a longer term intervention based around reducing youth crime in the community whereas the TTSP was focused on engagement mainly with schools specifically around track safety and the South Yorkshire Sport for Change programme aimed to provide sports opportunities during the summer holidays to reduce youth crime during this period. There is commonality between the Home Office programme and the South Yorkshire Sport for Change programme in particular. Both programmes delivered sport during the summer holidays, in many cases attracting young people to new opportunities or acting as bridge from the end of the summer term until the beginning of September. These programmes demonstrated the importance and potential of sporting opportunities to provide continuity as well as one-off activity for young people throughout the summer holidays. A brief overview of the two additional case study programmes is provided in the next section below.

6.2 Case Study 1: Network Rail Tackling Track Safety Project (TTSP)

In 2016 Network Rail commissioned the Tackling Track Safety project (TTSP) in the UK to deliver track safety messages through sports delivery in schools and community settings in eight areas. Tackling Track Safety CIC is a not for profit organisation with the sole purpose of reducing crime, trespass and associated costs on Britain’s railway. The Tackling Track Safety Project is a unique, active and engaging method of delivering Rail Safety Education to young people. The aim of the project is to give participants a broad understanding of the railway network, associated dangers and consequences of trespass, ultimately reducing trespass rates. The project was delivered across two platforms; assemblies and activity sessions. Primary School based participants receive an assembly, followed by six weeks of rail safety education incorporated into fun and active sports sessions. The message was reinforced via classroom sessions and work booklets, culminating in an area wide celebratory sports festival. Secondary school delivery is based upon a hard hitting assembly, designed to capture participant’s attention and leave a lasting impression that the railway is a busy, dangerous environment.
The project involved:

- 12,748 primary school age pupils being engaged in sports-based delivery encompassing messages about track safety. Pupils also completed track safety related workbooks
- 17,932 secondary school pupils engaged with rail safety education across the UK
- 1650 young people aged 14+ engaging with important rail safety messages throughout the UK via various diversionary activities

Primary schools pupils completed pre- and post-intervention surveys and teachers completed post-intervention surveys at eight schools. The findings indicated that the staff and pupils at the schools who took part in the evaluation were positive about both the quality of delivery and the impact of the sports-based project in delivering Rail Track Safety messages.

The responses indicate that there were big differences in pupils’ agreement with the remaining statements pre- and post-delivery. At the start of the project pupils showed a high level of agreement with the statement that a train would be able to stop in time (Average score 4.72 pre-) and a low level of agreement post-delivery (Average score 1.03). Additionally at the start of the project pupils showed a low level of agreement with the statement that they could be arrested if they trespassed on the railway (Average score 1.2) and a high level of agreement post-delivery (Average score 4.97).

These findings indicate that the pupils had learnt two key messages though the delivery of the project regarding train stopping distances and the possibility of arrest for trespass on the railway which may be important deterrents in the future.

Additionally the location of the projects was informed by incident data collated by Network Rail. Alongside the national delivery of the projects, there was also targeted delivery in Walkden because the area had seen dramatically high levels of railway trespass between September 2014 – May 2015 in comparison to other areas along the London North West (LNW) route. The high rates of trespass placed Walkden in the Top 5 critical areas on LNW and flagged an urgent need for Rail Safety Education. Delivery of both the primary and secondary education was therefore targeted at schools located near the identified spot. Data collated by Network Rail and the British Transport Police indicated that there was a substantial reduction in trespass during and after TTSP delivery in Walkden compared to the previous year’s data.

This case study highlights the importance of the coach in engaging young people through sport in order to convey educational messages to young people. The approach adopted by Tackling Track Safety aligns with the approach outlined in the logic model for the Home Office funded pilot in that sport is considered to be the hook through young people are engaged in a supportive learning environment in order to deliver educational messages by qualified staff adopting a youth-centred approach.
6.3 Case Study 2: South Yorkshire Sport for Change

6.3.1 Introduction

South Yorkshire Sport and South Yorkshire PCC collaborated on developing a summer Sport for Change programme aimed at reducing Youth-related ASB during the summer months in disadvantaged communities across South Yorkshire (Barnsley, Doncaster, Rotherham and Sheffield). In summary the Sport for Change programme:

- Distributed £42,500 to more than 40 sports-based projects
- Engaged 1482 young people in 523 sessions
- Delivered 14,559 hours of sports-based delivery

Utilising the Sportsworks Impact Management tool the estimated crime and ASB savings were £64,067.

Loughborough University conducted a small-scale external evaluation of the Sport for Change project. This involved telephone interviews with two local authority staff and eleven delivery staff who were involved in fourteen different projects. The interviews were focused on identifying the critical factors that ensured the success of the projects. The key findings regarding the critical factors underpinning success of the Sport for Change programme are presented below.

6.3.2 Critical Factors underpinning success of small-scale short-term delivery

(i) Recruitment of young people

Short term projects require young people to be recruited quickly but project staff also needed to ensure they recruited the right young people. The majority of projects targeted areas which were known to be ASB hotspots and were areas where young people were ‘hanging around’ with nothing to do in the summer. Often these young people already had a relationship with delivery staff which the project built on. For such projects the best ways to recruit young people were:

- Consulting with young people in order to ensure that the offer is attractive to young people
- Offering activities that they want and supplementing this with additional opportunities

An outreach role was an integral part of the majority of projects. This supported the recruitment of young people as well as the delivery of sessions for the majority of projects. This helped the project delivery staff to get a ‘feel’ for the area and start to get to know the young people. It also helped the staff to work with young people hanging around the sessions and to start to engage with them.

Other projects identified young people who lived in ASB hotspot areas but were not necessarily hanging around in public spaces and who therefore needed to be recruited pro-
actively. For such projects the best ways to recruit young people were engaging local people with:

- A good knowledge of the community issues ideally those with good relationships with young people already
- Have credibility with the young people which can be used to give the project and project staff credibility
- Make the first point of contact with young people a positive one
- The offer of food and other rewards was received well by young people

(ii) Attractive offer for young people

There was considerable variety in the offer that each project offered young people but each project noted the importance of having a good understanding of what sports offer will be attractive to young people and therefore young people need to be involved in deciding what activities are delivered. Some examples from the Sport for Change programme were:

- A small rural village where non-competitive activities were vital because the young people attend a school in a much more affluent area nearby where they typically do not achieve as highly as their middle-class peers academically and therefore feel as if they fail
- In Sheffield young people from a Roma community were supported to feel welcome in the Ice rink on their doorstep where previously they had never been challenging the misconceptions of the participants and of staff at the venue.
- At a basketball project, the choice of basketball was key because for the young people, basketball was their sport and it was part of their own culture.

(iii) The right delivery staff and the right style

Interviewees within this programme recognised that there are a number of reasons why young people engage in ASB and that different reasons required different responses. In describing the right delivery style the following factors were identified:

- An informal approach which ensured the session was run in a friendly and flexible way– adapting it to the young people in terms of level of ability, age, small-sided games, adding variety.
- Young people were consulted on projects and had ownership of the projects
- Staff prioritised relationships and building trust with young people
- Where possible rewards were built into delivery e.g. One six week programme culminated in a mobile climbing wall visiting the site supplemented by a barbeque which the young people enjoyed

The informal style and the strong connections with young people enabled opportunities for young people to discuss issues that mattered to them and therefore project staff were able
to offer appropriate support. This support was considered vital in encouraging young people to make positive choices. It also provided opportunities for young people to be seen in a positive way in their communities which resulted in less concerns about their behaviour.

(iv) Opportunities for personal development

Some of the delivery staff were youth workers had been trained as sports coaches (or were supported by coaches) and some sports coaches had received training in youth work or youth engagement. The combination of skills ensured that young people engaged in sports experiences that were also educational and ‘Personal development’ opportunities were integrated into the sessions with young people. Importantly interviewees indicated that young people often just need positive encouragement for positive development.

Again there was variation between projects in terms of what personal development were offered but examples included:

- Learning new – or developing existing - sports skills e.g. ice skating, skateboarding
- Building soft skills such as confidence, team building, communication skills
- Challenging cultural norms and beliefs and learning socially acceptable norms
- Promoting healthy lifestyles

(v) Partnership Working

Many of the projects were delivered successfully as a result of working in partnership with other organisations. The advantages included:

- Identifying priority areas to target activity and supporting recruitment of young people
- Multi agency projects found it easier to incorporate personal development work into the sessions by asking staff from their partner agencies to come down to individual sessions e.g. drug support workers.
- Partners were able to use the sessions to support their own work with young people such as mentors bringing young people to the session to take part in positive activities.
- Partners were able to refer/ encourage young people to come to the sessions who were likely to get involved in ASB or who were already known to the police. This worked particularly well on the ground with detached youth workers who signposted young people to the project’s sessions.
- Some interviewees felt that they had gained credibility from partners as they had delivered these projects – making it more likely that new partners would work with them in the future

(vi) Identifying exit routes and sustainable provision

Interviewees recognised that ‘what happened afterwards’ was important but there was diversity in terms of what was possible and desirable. For some projects the summer programme was designed to bridge a gap in existing provision over the summer period and
therefore exit routes were already in place following the summer break. In other projects the summer programme was an opportunity to engage with new young people in order to offer the other opportunities that the organisation had to offer. However there were also some projects where the project has a created a desire to do more in the future but currently there was nothing else to offer young people in their local area. Some of these projects were actively seeking additional funding based on the success of their summer programme.

Some examples of what happened afterwards:

- A rowing club signposted young people to their own club and three young people had already joined. This had been the rowing club’s first venture into this type of junior development work and they wanted to build on this with their local secondary school and encourage more young people to come down to the club.
- Rotherham Utd Community Trust ran football sessions in two different deprived areas during the summer holiday and had been able to continue these sessions as a result of new funding from the Kickz programme which had started in September 2016. Some of the young people from these two sessions were now playing regularly in the local U16s league in the United for Communities FC team supported by the Community Trust.
- One project had been run in two different areas and had helped to provide a more comprehensive package of activities during the summer holidays – four days a week instead of two. The project didn’t have funding to continue the activities but staff were happy that the young people had benefitted from more activities during the summer as a result of the diversionary project. Anecdotally, the feedback from the local policing unit was that the summer was ‘quieter’ for the local community than in previous years.

(vii) Benefits of targeted resources for time-limited small scale projects

In addition to the critical success factors outlined above interviewees also identified a number of benefits of targeted resources for time-limited small scale projects offered by the Sport for Change programme.

The way in which the bidding process operated was effective for organisations because:

- Staff found it easy and not too time-consuming to put the application together and this was especially important for volunteers.
- The expectations placed on projects were considered to be realistic - not too demanding in terms of monitoring and evaluation and delivery expectations
- The flexible criteria which made it easy to use the funding for their own organisation’s work
- The process was attractive to paid workers as it was quick and easy establish the project on the ground
- Avoids the complexity and workload for large funding applications – and also the uncertainty about the outcome of the funding application.
The opportunity to apply for funding through the Sport for Change programmes was appreciated by those involved because this type of funding provided specific opportunities to:

- Try out ideas and see what works and what doesn’t thereby facilitating important learning which will inform future work
- Do intensive work with a very specific target group
- Undertake a manageable, time-limited project with very clear aims and objectives that can focus effort
- Lever additional resource – not necessarily financial
- Achieve something significant with a small group of participants that has implications for a wider range of people (e.g. the young people from a targeted Roma community recruited to a skating project involved other young people from their community because the offer was so attractive.)
- Strengthen existing provision during the summer holidays for young people in some of the most deprived areas.
- Provide a bridge between pre-existing provision to help ensure the ongoing success of existing projects. For a number of projects there are activities available in term time but not over the summer. By offering summer projects targeted young people stay engaged with organisations that enable them to be active and to access other opportunities.

This case study highlighted the contribution that short-term projects can offer for communities experiencing youth-related ASB. The majority of the projects that funded through Sport for Change

In keeping with the pilot programme the success of the projects was underpinned by creating a strong sport based ‘offer’ for young people. This offer involved a youth-centred approach which prioritised the needs and wants of the young people that were perceived to be at risk of being involved in ASB. Outreach work ensured that the projects were developed in line with young people’s aspirations and that young people were successfully recruited to the projects. The importance of the right staff (good local knowledge, credible, experienced at working with young people, positive attitude) being involved projects and building strong relationships with young people was also consistent with the findings from the StreetGames pilot. Retention of the participants was supported by creating an attractive offer and rewarding experiences. Also reflecting the pilot programme the Sport for Change programme projects built in opportunities for personal development into the delivery of the projects.

In terms of the ‘structure’ of projects the importance of partnership working was evident in the Sport for Change programme. Multi-agency/partnership approach offered opportunities for integrated personal development work and effective referrals of young people. In addition a joined-up approach helped ensure the partners were able to meet their own aims and objectives more effectively and where new collaborations were formed these created alliances that were likely to continue for mutual benefit in the future.
As noted above the main difference between the Sport for Change programme was its limited duration which was consistent with the aims of the programme. For many projects the summer programme filled a gap in provision during the summer and there were other opportunities for young people to engage in already in existence. The majority of the projects were considered to be primarily diversionary and as the summer had passed the need for the projects had elapsed. Some of the projects staff however reported that they were hoping to capitalise on the success of the summer programme in order to access funding for future projects.

Short-term projects offered a number of benefits in these specific circumstances (tackling ASB in the summer) over longer term projects including the project set-up requiring less administration, lower risk and greater flexibility. These projects also offered the opportunity for ‘quick wins’ with targeted young people, a bridge between existing provision and the opportunity to lever additional resources (financial and non-financial).

6.4 Recommendations for further work

- The evaluation has indicated that sport can be utilised in various ways in order to impact on reducing youth-related ASB and that different types of projects have value in different situations. In some instances a diversionary approach may be the most cost-effective approach whilst in other areas a more developmental approach may be required. It is therefore recommended that StreetGames considers a range of different models which can be offered to partners depending on need.

- The evidence has indicated that there is considerable diversity in the young people that have participated in the pilot project. Much of the ASB that has underpinned the project being located in an area can be described as situational as young people are seen to be causing a nuisance in public places. The risk of these young people becoming involved in the criminal justice system in the future is generally not considered to be high. However there have also been a small number of participants for whom the risk is perceived to be much greater. For this latter group the potential cost savings (personal and societal) are much greater and therefore it is recommended that more consideration is given as to how the needs of higher risk young people can be met and how it can be resourced adequately.

- The experience of complementary projects such as the South Yorkshire Sport for Change programme may be beneficial for the identification of new strategies for supporting programme continuity and participant retention during school holiday periods. The potential for partnership working between the Network Rail Tackling Track Safety Project and local projects that are addressing youth crime through sport could be explored in order to identify areas of joint-working, in particular during the summer holidays. It is recommended that these organisations continue to share effective practice.

- Examining the impact of the pilot projects on the wider community was not part of this evaluation but it is recommended that consideration is given to examining this in future projects. This would enable the value of different of project models to be considered based on different aims and objectives.
References


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Appendix 1 – Example Pilot Project Case Studies
Case Study 1: Westy Boxing Club Case Study

Introduction

This project was led by Warrington Wolves Charitable Foundation and LiveWire Warrington.

Project Location

The area was identified for this project because it is characterised by:

- Significant health inequalities
- High levels of social deprivation
- Absence of youth intervention agencies within the locality
- Lack of accessible community facilities (including absence of suitable lighting)
- High incidence of ASB (recently increased reports of fires)
- Identified police hotspot area for prevalence of crime

The sessions took place at the local community centre.

Project Delivery

- The project offered two sessions for different age groups on a Wednesday evening and use Boxing as an engagement activity. The project started in October 2015.
- Alongside the project a steering group was established for the project involving a range of stakeholders

Impact

- Stakeholders were very positive about the impact of the project on reducing ASB. The PCSOs involved in the project reported anecdotally reductions in ASB:

  ‘It’s definitely reduced ASB ...when we get jobs called in, it’s not here... when we do operations and stuff ...bonfire night, Halloween, we’re getting calls from other areas, we’re not getting called here.’ (PCSO)

- The police have a Navigate scheme which is an intensive intervention scheme for the seven most challenging young people to try and tackle their behaviour early on and prevent offending later. A young person who attended this project did not make the top seven after engaging in this project because his behaviour has improved.
- The project leads were approached by a weight lifting club who heard about the success of the project and wanted to do something similar in Westy.
The session was delivered by a coach (Elliot) and sports development staff (John and Steph). Elliot was previously a boxer in the GB squad who trained out of Warrington Boxing Club. He shared his stories experiences with the young people who are excited by these. The approach was described as firm but fair and the young people responded well to this. A local parent described Elliot’s approach as being successful because ‘The kids understand he takes no crap from no one.’ The assistant coach also identified the delivery staff as contributing to the success of the project:

‘I honestly think it’s to do with Elliott and John, who helps him as well. The kids know as soon as they step in that you know there’s certain rules do apply and they have to be well-behaved in this session. And Elliott, you know, you can just tell by the way, you know watching him coach and stuff, he knows the abilities of every single person that he coaches and everything. I think he’s a big reason why people do come back because I think they, you know, they do look up to him. And you know he is a role model to them and you know they love hearing about his past, you know, he used to obviously box for GB and stuff, like they absolutely love hearing about that … So he does have a really, really good relationship with the people he coaches.’

Elliot stated that it was his consistency in approach that mattered because the young people know he won’t overlook unacceptable behaviour. This said the session was also engaging, informal and fun. In describing their approach Elliot stated:

‘We’re hard when we need to be but we’re quite laid back when we need to be as well, and we kind of understand the position they’re coming from when they’re here. When you first start a project like this … their social … engagement isn’t the greatest. It’s quite under-developed with certain things, especially when it comes to sort of rules and regulations and like … You know they don’t really understand where the boundaries are, a lot of these kids, because they haven’t learnt that and they haven’t been reinforced in their lives. So when you come in with that sort of mindset, it’s a lot easier to work it to suit what they’re looking for and what you want to achieve out of it, because you’ve got to be patient really, that’s the main thing.’

The session was also attended by PCSOs (Tony and Becky) on a regular basis. Tony has worked in the area for nine years and knows the area and the young people well. Becky is a young PCSO who has studied early years as degree level, worked with children and young people and who used to box and take part in martial arts. She was very excited about being involved in the project. When asked why the project was having an impact on ASB and whether the young people have better relationships with adults including the police Becky stated:
‘They’ve definitely got better relationships. Tony knows near enough every single kid in Westy and they look up to him, they come to him, and that’s what I’m hoping that they’ll do with me, that they’ll engage with me and if, any problems they’ve got, they’ll come to me.’ (PCSO)

Right Young People

The young people who attended the session all live locally and both girls and boys attend. Some of the young people are known to the police and many of the families are also known to the police but young people are not referred to the session – that is they attend because they enjoy it. At the earlier session there are some children younger than 8 who attend and their parents stay at the session too. This is seen as a positive way of being able to engage with local parents. Some younger siblings sit and watch the session with their parents. Parents are using the session as a carrot to encourage positive behaviour as children are threatening that their children cannot come if they misbehave.

Right Style and Right Place

The activity was chosen because in the summer there is a weekly activity every Tuesday on the park adjacent to the community centre (Victoria Park Experience VPX). Boxing was one of the many activities on offer and it was apparent that this activity created a real buzz for the young people. In spite of some reservations expressed locally the activity choice is perceived locally to be a good one. As the PCSO involved in the project noted boxing offers the potential to convey messages of ‘respect and discipline’ and this is considered particularly relevant to enhancing community safety. All the delivery staff clearly have a good understanding of the young people who attend the session and have a good rapport with them.

Rewards

Each week the coach presents a trophy to a child who has achieved something noteworthy. The participant keeps the trophy for a week and returns it in the next session. A community open day took place in the Easter holidays and this was very successful with around 100 adults and young people attending. Even some of those who are not positive about young people attended the open day and engaged with this. The steering group are considering the participants undertaking fundraising activities in order to buy kit and equipment at the suggestion of one of the parents involved in the group.
Attractive offer

As noted above boxing was selected as the activity for this project because a taster session had indicated that this would be an attractive activity. The coach (Elliot) believed that boxing, as an individual sport, helps prevent conflict:

‘I think with an individual sport as well, there’s not, it sort of minimises arguments with each other and stuff like, so whereas football and stuff like … they don’t pass it to him this week, I don’t want to speak to him next week type of thing.’

The sessions were lively, energetic and flexible. The name ‘Westy Boxing Club’ was chosen because it states clearly that the project belongs to the local area. Because of its success there are aspirations to offer other ‘Westy’ activities and a ‘Westy’ football session has just started. There are also aspirations to develop a ‘girls only’ boxing session because those involved believe that this would also be well received locally.

A parent was keen to have another activity that would appeal to girls that are not attracted to boxing stating about the current session: ‘Timing is great. Location is great. The activity is just not them.’
The Structure

Clear Ethos

The ethos for the project was clear and was based on mutual respect at all levels. This was stated by one of the members of the steering group from the local boxing club who stated in a steering group meeting: ‘Everyone here works together constantly for the same objectives - those kids out there.’ The aspiration in the longer term is for the community to manage the project and have complete ownership of it. The Assistant Coach summarised the ethos:

‘As soon as you step in the door, no one is better than anyone else. I think that is a big part of this boxing session, everyone is on an equal par, it doesn’t matter if you’re rich, you’re poor, it doesn’t matter, everyone’s the same, everyone’s got the same opportunities within here. And I think we as, obviously different partners being Livewire, the Foundation, the Council ….. we also like want to strive to sort of achieve that, where everyone is equal, because you do find in certain areas of Warrington, you know, people do look down on other areas you know. Certain places where people live. So I think that’s, the ethos is that everyone is equal and it’s about equality really.’

Sustained Delivery

Significantly this project was undertaken on the basis that it would run for a year and this was in direct response to those involved repeatedly seeing projects start and fail within a short space of time within the community. The police officer stated that they wanted a project that the young people would know would be there for at least a year each delivered every week and this has been the case.

Multi-agent/Partnerships

This project is managed and underpinned by a multi-agency partnership that brings together a number of agents/agencies including the lead partners, the local authority, police, local boxing clubs and parents. As noted above the partnerships are working because the participants share an aspiration for the young people who attend and for the local community. The project is also aligned with the aspirations of the organisations that are involved. Significantly the project is also benefitting from the networks that these individuals are engaged with beyond the project and this has the potential to bring additional resources to the project. Examples of this include a parent whose employer supports local organisations through a community fund and local authority staff who have been approached by other colleagues within the local authority who have heard about the success of the project through word of mouth.
‘I’ve been delivering other sessions in other areas and they’re going, oh what’s this boxing you do on a Wednesday? So word of mouth has got round a lot.’ (Assistant Coach)

Notably the lead partners made the decision to turn down some partners who wanted to get involved with the project early on because they were not convinced that the partners shared the same motivations and ethos. They are being approached by other potential partners (e.g. Fire Service, Housing Associations) who have heard about the project through word of mouth and who are interested in supporting the project – often with the offer of additional resources.

**Personal development opportunities**

The project achieved this for participants because of the expectations placed on young people in the activity sessions. Young people burned off energy in the sessions and were required to be self-disciplined in undertaking boxing. Young people’s welfare was paramount and it was stated that boxing has a better record of protecting young people than any other sport in terms of preventing injuries. Despite transition to local boxing clubs not being an objective of the project four young people made this transition.

14 people have undertook coaching training but it was not clear how many of these were actually contributing to the Westy session.

**Positive Pathway**

Steering group members were positive that this session provided opportunities that helped ensure that young people adopt positive pathways. Elliot the coach explained that consistency in approach was important in challenging inappropriate behaviour and promoting positive behaviour:

‘They don’t know how to deal with somebody telling them off quite well. They look, you can see it with their eyes, they look at the floor, their body language shuts down. It’s like an automatic response of body language. And it’s like it’s already drilled into them to act like that. Where what you’re trying to do is you’ve got to be patient ... keep pulling them up on it because I don’t, I think that’s, the issue is maybe in their own lives or whatever outside of here, they’re not, whoever’s engaging with them and trying to set a precedent with them isn’t being consistent enough with it. But if you’re consistent with it. And they’re like, oh hang about ... He just keeps telling me off for this, do you know what I mean?. And I think it eventually
Examples given in support of the project having a positive pathway were:

- A young male whose participation in the club had helped keep him from being excluded from school
- A young child whose mum had seen a big improvement in her son’s behaviour because she can threaten to withdraw him from the session if he does not behave
- A young male who has severe behavioural problems and who has been excluded from two schools due in part to his inability to concentrate who is able to behave for an hour watching the session (as he is too young to attend.)

The PCSO involved noted that this session allowed the young people to see another side to the police rather than being in direct opposition to the police. He noted that young people enjoy having the opportunity to punch the pads when he held them. He valued having the opportunity to engage with the young people and their families in a relaxed and positive environment as he believed this breaks down barriers between the police and the local community in ways that were authentic.
Key Strengths

- The experience of those involved who have clear expectations of what is possible to achieve within the timeframe
- Partners have a shared ethos in terms of the aims of the project and the delivery approach
- Good choice of activity identified as being attractive to young people through a summer taster session
- Young people centred
- Delivered by a strong team
- Consistently delivered over a sustained period of time which builds in an expectation locally
- Parental involvement
- Involvement of the ‘right’ partners and establishment of a clear ethos from the outset
- Empowerment of the youngsters to take ownership of ‘their club’ – involvement in key decisions (e.g. Westy Boxing Club logo created by young person)

Key Challenges

- All the organisations involved in the project have experienced significant change and restructuring and typically decreased resource in the run up to the project and throughout it’s duration
- Some members of the community are not supportive of young people
- Aspiration to make this a ‘community’ club is complex and there are recognised pros and cons of becoming a constituted body
- Issues over boxing being affiliated or not with the NGB and characterisation of the project as ‘an engagement session that uses the medium of boxing’ rather than a boxing club

Key Learning

- Those involved in setting up the project have a wealth of experience of working in this community and other communities that share similar characteristics. Some of those involved have tried and failed previously to get projects up and running here. The significance of this experience cannot be underestimated.
- The significance of the shared focus is vital in ensuring that partners work well together and also achieve their own organisation’s aims and objectives simultaneously.
- Success leads to greater success. Because this project is seen to be working in a community where things have failed in the past its success is noteworthy and its reputation is spreading way beyond this community through word of mouth. This has led to the offers of additional resources. The project leads have also been proactive in publicising the success of the project.
• Involvement of the ‘right’ police and PCSOs is significant for crime reduction projects. The PCSOs involved in this project are genuinely committed to the area and to the young people involved.
Case Study 2: Link4Life Rochdale

Introduction
This project was delivered by a local leisure trust, Link4life.

Project Location
The session takes place in a small community, Darnhill, identified as an area where ASB was a problem particularly with young people hanging around at the shops in the centre of Darnhill.

Project Delivery
Delivery took place on a Thursday evening and was predominantly football based.

Impact to date
- Staff are developed good working relationships with young people and with some of the adults in the community.
- The session is clearly appreciated by the young people who attend because it provides a much needed opportunity to do something in area where there is very little for young people to do
- The assignment of detached youth workers to the area has brought an additional resource for young people to an area that has very few resources
The Offer

Right Staff

The session was delivered by a coach (Matt) supported by the project lead. Matt works for Link4Life and has studied coaching at university. He works predominantly in schools and was keen to take on this role to develop his experience. Staff aimed to use this session to build relationships with young people with the aspiration to build on these relationships in another setting on a Friday evening.

The young participants were positive about the staff delivering the session.

‘They’re alright, they’re good.’ (Young Participant)
‘Because they just have a laugh with you ... Instead of being miserable.’ (Young Participant)

Right Young People

The session was attended by young men living close by. They were recruited to the session by word of mouth and through being visible at the park where the MUGA is located. The young people who attended fell into two main categories – older and younger – and these groups did not often participate at the same time due to the preferences of the young people. Initially the session was aimed at the older age group but when the older young people did not attend the coaches worked with the younger age group whose attendance was more consistent.

Right Style and Right Place

An aspiration for the Thursday night session was to work more closely with young people who attend on a Friday in order to develop better relationships with those young people in a way that is not possible on a Friday session due to the large numbers of people attending. At the start of the project there was a Youth Bus that visited Darnhill on a Thursday and this helped inform the decision to develop the Thursday session in this location. Unfortunately after the decision had been made to locate to Darnhill the Youth Bus service was withdrawn due to lack of resources. At the time of the first visit two detached youth workers from Link4Life had been assigned to the area in order to support the project.

There were no indoor facilities in the local area available to be used so the MUGA was the only available location. The MUGA is located close to the shops where young people hang around and where there is often tension between the young people and residents/shopkeepers and for this reason it is the ‘right’ place but not necessarily the ideal location. The delivery staff commented that working in an outdoor session was very different to their experiences of working in a youth centre. The outdoor setting was considered more challenging than a designated centre in terms of attracting and retaining young people within the session. A youth worker commented that one young person had questioned their presence in the park because the young person felt that the park belonged to local people.

The young people like to play football and this is the predominant activity. The young participants confirmed that the session was valuable to them because they enjoy football and because there was nothing else for them to do locally:

- ‘Because I like football and it’s boring here.’ (Young Participant)
- ‘Because there’s nothing to do, if you look around, there’s nothing here except from houses ...’ (Young Participant)

The young participants also stated that the lack of opportunities did expose them to the risk of getting into trouble.

- ‘Yeah, it’s like, it’s good playing football like, it gets us away from like trouble and that.’ (Young Participant)
‘Like people like come round, like sometimes when the police come and then they expect us to like, like not, like go somewhere and do something else, but if you look around, there is nothing else to do, it’s like living in an estate where there’s nothing to do ... they think like you’re being like proper disruptive and that, but it’s just, and like we get in the way of like the kids, but we just sit down like that, because there’s nothing to do, like there’s nowhere to go except from the park ... there’s nothing to do like.’ (Young Participant)

All of the young people stated that they did other activities outside of the local area (e.g. BMX, Fishing, Boxing, Gym) but all of these activities required the young people to travel a distance. They stated that there were minimal opportunities within their community and on their doorstep.

### Rewards

Being part of a leisure trust ensures that the project lead has access to rewards and incentives such as leisure passes and free swimming vouchers which were utilised in order to aid retention.

Some of the young participants talked about a youth worker who loved locally who organised trips for the young people. In order to attend the trips the young people had to demonstrate that they had not been in any trouble. The young people stated that knowing this did impact on their behaviour and they did actively try to ensure that they avoided any trouble in order to be able to attend the trip.

### Attractive offer

As noted above the young people engaged in this session enjoyed football and for this reason the offer was seen to be attractive. The project lead had invested in outdoor speaker to play music at the session in order to make the session more attractive and visible within the community.

At the time of the first visit the newly assigned youth workers were planning to offer outdoor education opportunities for the young people in order to aid retention and further develop both relationships and skills.
The Structure

### Clear Ethos

The session was focused on the needs and expectations of the local young people. Link4Life is an established organisation that has experience of working in similar communities and this experience was reflected in the approach of the delivery staff.

The young participants confirmed that they appreciate the working style of the delivery staff:

> ‘I like it that like they’re not like idiots with us, I like they’re nice to us and that.’ (Young Participant)

### Sustained Delivery

There had been some disruptions to delivery for different reasons, including poor weather, and this was said to have impacted on attendance.

### Multi-agent/Partnerships

Initially it was anticipated that this project would link to the local Youth Bus run by the youth service but as already noted this service was recently withdrawn. There was also initially an aspiration that the project would be visited by the local PCSO. Concerns were expressed that the presence of the police/PCSO may not be well received by some young people. The project lead attended a community safety meeting and it was apparent that the tensions within the community are complex and that the police have a huge challenge in meeting the needs of different stakeholders. It was apparent that the police resource was stretched and this helped explain why young people are asked to move away on a regular basis. This experience convinced the project lead that involving a PCSO in the session may not be a useful course of action.

### Personal development opportunities

At the time of the visit there project was still in the phase of relationship building. There were aspirations to build on these relationships through outdoor education opportunities and through other opportunities offered by Link4Life.

### Positive Pathway

One of the main aspirations for this project was to build relationships with the young people in order to encourage them to access the other opportunities that are provided by the leisure trust including training programmes and coaching courses.

Some of the comments made by the young people indicated that lack of aspiration was not the issue for these young people but instead it was lack of opportunity within the community that was the issue.
Key Strengths

- Link4Life is an established organisation that is able to make a broader offer to young people that can extend beyond the Thursday night session.
- The project lead is experienced in working with young people within Rochdale communities who have a good understanding of the context in which the project is delivered and this has ensured that the session is delivered in the right style by the right staff.
- The project’s main aim is to develop good working relationships with young people and this aspiration has ensured that the project engages young people in a way that suits them.
- The addition of the detached youth work team had provided an opportunity to develop the project beyond a one sport offer.

Key Challenges

- Inclement weather is a challenge for this project as an outdoor project that experiences frequent rain.
- Lack of indoor facilities.
- Lack of partners to link up with.
- Some members of the community are not supportive of young people.

Key Learning

- The delivery staff have worked hard in order to establish this new session. Developing relationships with local stakeholders and young people is resource intensive and cannot be rushed.
- Consistency of delivery has been a challenge because the session does not always run due to the weather and the young people can be sporadic in their attendance. Delivery staff have sometimes been unsure whether the work with the younger people who are more likely to attend or the older young people who cannot be relied upon to attend. It is apparent that working with both groups simultaneously is not an option as each acts as a deterrent to the other.
- The young people interviewed at this project were able to see that their behaviour could cause other members of the community problems but they also felt strongly that as there was nothing else to do within their community they inevitably ended up hanging around in public spaces. They reported that the police typically visited the shops three times a week and moved the young people on. With nowhere else to go this resulted in the young people going home and staying indoors.
- Much of the housing in Darnhill is managed by housing associations and interviewees reported that families are under pressure to not do anything that may jeopardise their tenancies. Reports of anti-social behaviour can put pressure on relationships between parents and young people.
- The young people were also aspirational and had ideas about what they wanted to do when they left school. This challenges the idea that these young people needed additional developmental pathways in order to prevent ASB. It challenges the deficit model where young people are perceived to be in need of remediation.
Case Study 3: Newstead Sports Project, Gedling, Nottinghamshire

Introduction

This project was delivered through a partnership between staff at Gedling Borough Council and Newstead Youth Club.

Project Location

The sessions have been running in a small ex-mining village, Newstead, identified as an area where ASB, alcohol and substance misuse is a problem. The two corner shops on the main street in Newstead were particularly identified as a location where young people were hanging around in the winter evenings and viewed by some residents as causing ASB.

Project Delivery

Delivery took place on Monday evenings and was a multisport session.

The key locations for this project in Newstead

- The two main corner shops in Newstead
- The nearby youth club

Impact to date

- The session is well supported by the young people who attend because it provides a much needed opportunity to take part in sport locally in a village where there is very little for young people to do.
- The sports sessions have supported the youth workers’ engagement with young people at the youth club on the other days of the week by strengthening existing relationships and providing positive activities.
- The sports sessions have been used by the youth workers to address non-sporting issues such as substance misuse and smoking as well as to model and reinforce positive behaviour.
- The positive impact of the sports sessions has resulted in the installation of lighting around the MUGA to enable it to be used by the sports project and informally by young people throughout the week during the winter time.
Facilities used by the Newstead sports project

Small hall used for sport at the youth club  The hard play adjacent to the youth club

The Offer

Right Staff

The sports sessions were delivered by Sean, an existing coach, Emma, the lead youth worker and Lewis a young local volunteer. Sean had already established a positive relationship with the young people at the session as he had been running the session for over a year before the project had joined the StreetGames’ Reducing Youth Crime through Sport programme. The young people liked Sean and looked up to him as a ‘sporty’ role model. Sean took a flexible approach to running the session, offering a range of mini versions of different sports in response to the nature of the venue which resulted in a ‘drop-in, drop-out’ engagement of the young people at the session.

Emma, Newstead’s lead youth worker supports the session and regularly gets involved in the activities with the young people. Emma lives in Newstead, resulting in a good level of local knowledge about the young people and their families. Emma uses this local knowledge to ensure that this session plays a positive role with the young participants.

‘It can be quite challenging to work where you live. But I think it helps because I do a lot of community stuff outside of my work hours and they come along and support it.’

Lewis, a young volunteer, also lives locally and helps out at both the sports and youth club sessions. He was studying sport at College and acted as a young role model at the session. Lewis’s ambition was to become a qualified coach and was keen to gain experience from volunteering at the session.

Right Young People

The young people who attend the session live in Newstead and are aged between 10 and 18 years. The session attracts both male and female participants, including some who had had been involved in ASB although none of them were attending as a result of a referral from the police or other agency.

The young people at the session, especially the older teenagers, felt isolated and described how little there was to do in their village and how hard it was for them to go anywhere as the bus service was so limited.
Right style and right place

The right style: The staff have adopted an approach which is informal, friendly and flexible in order to meet the needs of their young people. Sean, the head coach, leads and organises the session whilst Emma, the youth worker and Lewis, the young volunteer both encourage the young people to come along and get involved in the session. Emma has developed an unspoken understanding with Sean that she would always be chosen last for teams and would play alongside young people who were less confident at the session. Lewis’s role also focused on encouraging young people to get involved in the session and to take part alongside them.

Monday evenings was the right time as it was already known as the ‘sport’ evening at the youth club. These sessions had been running on a Mondays for over two years providing young people with an established day so that if they missed a couple of weeks or months, they knew that it would still be taking place. The Monday sports sessions also filled the gap in the youth centre provision as the youth service ran sessions Tuesdays to Thursdays during term time. The sports sessions had previously only taken place during term-time, following the pattern of youth service provision. However, in summer 2016 the project staff organised a week of sports sessions during the summer holidays to fill this gap and to provide continuity.

The right place: Newstead youth centre was at the heart of the old village and well-used by the young people. The centre provided a small indoor space with access to a large, grassy outdoor space in the summer. The indoor space was not ideal as it was small with a low ceiling. However, the coach was skilled at adapting the sports sessions to make the best of the facility and the young people were also able to use the seating area and small kitchen to chat and make hot snacks, supporting the social and youth work aspect of the session. There were no other indoor sports spaces in Newstead that could provide an alternative setting and the benefits of the partnership with the youth service in its current setting would most likely outweigh any improvements to the indoor space on a different site.

In the summer, the project staff sometimes used the nearby cricket playing field to play sport outside. This would be a much more informal session – some taking part, some joining in and then dipping out again, others sitting around talking. They also used the hard play area which was located next to the main road and very close to the two main shops in the street. These two shops were on the corner of a crossroads, part of a residential housing terrace. In the winter time, these two shops provided the only source of light in the village for playing football and hanging around. There was a continual flow of complaints from local people about the young people playing football there in the winter evenings – the noise and the groups of young people congregating which some people found intimidating and a nuisance. In Summer 2016, Gedling Borough Council’s locality Manager had worked with local partners to fund the installation of lighting around the hard play area which would be switched on automatically at dusk time and switch off at 9pm in Autumn 2016 so that the young people could play football away from the shops and the local street.

Rewards

The youth worker had found it difficult to offer rewards to young people in the past such as daytrips or taking part in events outside Newstead since young people were reluctant to leave their village. Consequently, the project staff placed greater emphasis on providing continuity of sessions as well as variety of activities.
Attractive offer

The project staff offered a range of adapted sports, aiming to offer variety to suit the young people at the session. The small size and low ceiling of the indoor space had made it challenging for the coach but he tried to respond to requests for games/sports from young people as much as possible depending on the sports equipment that he had with him.

‘So handball, golf games, rounders, bench ball, all sorts of different things, so different games you can play in different ways instead of just doing the traditional stuff that they get bored of doing at school.’ (Emma, youth worker)

The setting within the youth centre was very positive for engaging young people but the informality of the sessions and the capacity of the indoor space made it hard to run a sports activity. However, it was clearly a balancing act between engaging young people in an informal, friendly social setting and engaging them in organised sport. The project staff worked hard to achieve the best balance possible and the installation of the lighting for the outdoor play area provided the project with the opportunity to extend and improve their offer to young people in the future.
## The Structure

### Clear Ethos

The session had a clear ethos based on a youth work approach. It provided a diversionary session for young people, creating a ‘safe’ environment. It also helped to protect young people against being drawn into risky or anti-social behaviour by their peers by placing boundaries on non-acceptable behaviour both at and outside the session.

### Sustained Delivery

This session had been running for the last two years in order to give young people a sense of continuity. The project manager had been actively looking at funding from different initiatives to keep this sports session going and was aiming to continue doing this after this programme funding finished. The project had also retained Sean as the main coach for the last 18 months to ensure continuity of staff and approach. The continuation of the session had meant that the project staff had not had to spend time setting up the session from ‘scratch’ which had meant that it has been easier to engage young people and to offer sessions from the beginning of the programme funding.

### Multi-agent/Partnerships

This session had been built around a strong partnership between Gedling Borough Council and Newstead’s youth service. Both partners shared a similar ethos and commitment to young people which was pivotal for the continued success of this project.

The youth service was an essential partner for this project as it championed the ethos of the session and supported young people attending the youth sessions on the other days of the week. The youth worker was able to use the sports sessions as a positive way of building trust, respect and strong relationships with young people to support her work with them at the other youth club sessions.

‘Yeah, the youth workers, they’re really understanding and help me with my personal issues, like my anxiety, help me through it and stuff like that, they’re really nice.’ (Participant, July 2016)

Gedling Borough Council’s Newstead Locality Co-ordinator was also involved in the project as part of the development process and had led the project to install lighting on the hard play area as a way of supporting these sports sessions. Gedling Borough Council’s neighbourhood wardens also got involved in the sessions and this had helped them to develop more positive relationships with local young people:

‘They [the neighbourhood wardens] can approach them if they’re out and about and when they come round in the evening, they can go up to them now and say, come on guys, you know you shouldn’t be doing this, why don’t you go and do such and such.’ (Emma, the youth worker)

### Personal development opportunities

The project staff had integrated some of the non-sporting work into the delivery of the sessions:

‘yeah, we always try to teach about the effects of different things on your body - the feel good factor of exercise and it being a natural high, about the ill effects of drink, drugs etc.” (Emma, youth worker)

This had included work with the young people about the effects of smoking:

And whilst playing sports, if it’s the ones that smoke, we’ll always say to them, you know the reason you’re struggling. When they decide to give up, we’ll do a little test to show them how much better they can do in literally weeks because they’re not smoking anymore.. We don’t have many smokers now to be fair.”
Some of the personal development work took place with some of the young people at the youth club sessions on the other days of the week. However, the youth worker was planning to extend this to include future sports sessions.

The session had provided Lewis, a local resident, with the opportunity to volunteer and to gain experience of coaching. As a result of his involvement in the project, he had gained new sports coaching qualifications and had been appointed both as a part-time sport coach at the project as well as a part-time youth worker at the youth club, his first experience of paid employment.

Key Strengths

- The strong partnership between Gedling Borough Council and the local youth service - a shared ethos, joint resources and a common vision for the future.
- The continuity of the sports sessions resulted in Monday evenings being labelled as the ‘sports night’ at the youth club by young people.
- The continuity and commitment of delivery staff enhanced young people’s engagement.
- Young local volunteer gained training, qualifications and experience which resulted in paid part-time work at the sessions and at the youth club and provided the young people at the session with a positive role model.
- Viewed by young people and parents as a ‘safe’ place to go where they could avoid young people who could potentially get them into trouble.
- ‘Young people centred’ ethos which ensured that young people felt comfortable and supported aiding retention of young people over the long term.
- Young people who ‘dropped in and out’ of the project in response to their own personal circumstances were welcomed back if they chose to re-join.
- Integration of a youth work approach into the session ensured clear boundaries in place for acceptable behaviour at the sessions. This provided young people with a consistent approach in line with the youth club sessions throughout the week.
- Youth work approach also ensured that the delivery staff could use the sports sessions to support young people to adopt healthier lifestyles.
- The project provided a clear pathway for the young people into the youth centre’s programme to support personal development work on the other days of the week.
- The combination of indoor and outdoor spaces allowed the delivery staff to offer a multi-sport session that appealed to both young female and male participants and s.
- Support from Gedling Borough Council’s Locality Manager was important for ensuring the continuity of the sports sessions and for practical aspects such as the installation of lighting for the outdoor hard play area.
Key Challenges

- The small size, sloping low ceiling and the shape of the indoor facility limited the sports activities that could take place and made it harder for the delivery staff to engage all the young people in the activities during the session at the same time.
- The lack of continuity of the sessions throughout the school holidays, especially in the summer meant that there was less potential for the project to be able to offer diversionary sessions to help young people to stay out of trouble on a short term basis. The project was able to use its funding to provide a week-long programme of sports activities during summer 2016 which was well-received by the young people. The project will need to explore how and if it can continue and build on this holiday provision for future years.

Key Learning

- The partnership between the staff at the local authority and the youth service was pivotal. Both partners have brought complementary aspects to the project and are committed to finding ways to sustain the session.
- The local knowledge of the youth worker, her existing relationship with the young people and her own love of sport were all instrumental to the success and longevity of this session.
- The use of an existing, well-established session with the same delivery staff has meant that the project staff have needed to spend less time and resources on setting up the session and were able to think more about the session itself and the young people.
- The integration of the sports session into the youth club programme was important for the success of the project. It supported the engagement of the young people, ensured continuity of staff, reinforced personal development work with the young people and provided a consistent approach to boundaries and positive behaviour.
- The use of multi sports sessions was important for engaging both female and male participants and for offering variety to the young people which in turn supported the retention of the young people.
- The proximity of the youth centre to the shops on Newstead’s main street enabled the project staff to offer young people a positive activity as a part response to the complaints from local residents about young people getting involved in ASB on dark evenings outside these shops. The success of this project provided Gedling Borough Council’s Locality Officer with the evidence needed to apply for funding for the installation of lighting for the hard play area which has the potential to provide a wider solution to this problem on the evenings when the sports sessions or youth club are not running.
- This project has provided young people with a ‘safe’ space in a local community where incidents of alcohol and substance misuse and acts of aggression such as fighting and assault are prevalent even though they might not always be reported to the police. This project uses sport to provide an environment where more positive forms of behaviour are modelled and young people are supported to consider different values, attitudes and behaviours.
Case Study 4: Denbigh Boxing Club

Introduction
This project was set in Denbigh in North Wales and the project lead was a Community Sport Manager employed by Denbighshire County Council.

Project Location
The project was located in Denbigh in North Wales. The location was selected based on extensive consultation with youth workers and PCSOs in Denbighshire to identify an area that was experiencing high levels of youth-related ASB.

Project Delivery
The delivery element of this project involved developing a new boxing session targeted at 10 young people who were identified as being at risk of committing ASB. Delivery of the session ran between April 2016 and August 2016 but the session was not continued for a number of reasons including the coach leaving the area and concerns that the session was not at the right time.

Impact
The project was considered to have been successful for the young people engaged in the boxing session despite its short duration. Most of the young people involved in the project were attending other StreetGames sessions.

A significant outcome for this project was the involvement of the Community Sport Manager to monthly multi-agency meetings managed by social services. At these meetings young people who have received ‘yellow cards’ from local police and who are at risk are discussed and a multi-agency response is developed to support those discussed. Attendance at this meeting ensures that the Community Sport Manager has a good understanding of the young people who may benefit from engagement in a sports-based activity.
<table>
<thead>
<tr>
<th>The Offer</th>
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<table>
<thead>
<tr>
<th>Right Staff</th>
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</thead>
<tbody>
<tr>
<td>The boxing club that was delivered in Denbigh was delivered by a youth worker who has an excellent understanding of both the local area and of the young people in the area.</td>
</tr>
</tbody>
</table>

‘That really worked because the young people knew him from the area he’s been working in, in detached, you know, for the last five, ten years, but he also had a good knowledge of the sport’. (Community Sport Manager) |

The loss of this coach who left the area was very problematic and contributed to the limited duration of the project. |

<table>
<thead>
<tr>
<th>Right Young People</th>
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<tbody>
<tr>
<td>The young people targeted for the project were all males not in employment or in education (NEET) who were considered to be at risk of offending due to having very little to do. They were identified as young people who had been engaged in ASB and whose behaviour was seen to be problematic by both youth workers and PCSOs. Some of the young people had been in receipt of yellow cards from the police prior to being engaged in the project.</td>
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<table>
<thead>
<tr>
<th>Right Style and Right Place</th>
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<tbody>
<tr>
<td>The session took place at the youth centre on a Monday between 5 and 6pm. This location was considered to be familiar to the young people and was accessible to them. Boxing was selected as the sport for this project for a number of reasons. Firstly the targeted young people were consulted and expressed a preference for boxing. Additionally boxing was perceived as having a particular kudos in the community:</td>
</tr>
</tbody>
</table>

‘So the type of young people that we’re targeting for this scheme, they, they see boxing as, you know, it’s quite, like a trendy thing to do, but also they see people that, older brother, older siblings, that have gone down that path, having respect of/for other people.’ (Community Sport Manager) |

The coaching style was considered appropriate because it drew on the ethos of boxing which promotes respect was more informal than traditional boxing clubs where the expectations of young people are much higher in terms of their behaviour. |

‘It’s different from a normal boxing session, so it’s not so rigid, you know. It’s a bit more ... relaxed, people don’t have to turn up right on time, but at the same time they have to show respect. So he’s got a good balance of a youth background but also he knows boxing as a sport as well, so he’s definitely the right person to ... to get involved, and it’s probably one of the reasons why the lads have kept coming back.’ (Community Sport Manager) |

<table>
<thead>
<tr>
<th>Rewards</th>
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<tbody>
<tr>
<td>Due to the limited duration of the project there no rewards built into the project. However the value of rewards had been demonstrated in other StreetGames projects locally.</td>
</tr>
</tbody>
</table>

‘We’ve also done a bit of a wider project with some of our youth groups ... there was a local boxing event on at the beginning of the year, so we managed to take some of the young people from here to that event for them to see some
of the local boxing club members box. And Ricky Hatton ended up being there because his son was boxing so we actually met Ricky Hatton ...I think was quite inspiring because they still talk about it.’ (Community Sport Manager)

### Attractive offer

The project lead believed that the offer was attractive to the young people involved because it was a sport that had credibility but did not expect too much of the young people for the stage they were at. The skills of the coach ensured that the sessions were delivered appropriately.

### The Structure

#### Clear Ethos

The delivery of the project demonstrated a strong young person centred ethos which was conveyed by the experienced delivery team.

#### Sustained Delivery

There were issues around sustained delivery for this project. Because the project was delivered on a Monday and started in April a number of the early sessions were cancelled due to bank holidays and this impacted on gaining a momentum for the project. As the project developed and the project lead was able to access more information he decided to discontinue this project and take a completely different approach which was to ensure that targeted individuals accessed existing sessions.

#### Multi-agent/Partnerships

One of the most significant accomplishments of this project was to establish a referral structure in order to ensure that identified young people could be targeted for engagement within existing StreetGames sessions.

#### Personal development opportunities

A key aspiration for the boxing project was to ensure that young people were able to develop their skills and behaviours in order to be able to access more traditional boxing clubs which were currently inaccessible to young people.

‘They don’t have the confidence to go there without us doing something with them first … once they’ve come to a session, they’ve got the confidence, and some basic skills, and then we’ll, you know what we’d like to do is, is take them along to the community boxing sessions where they’d meet the coaches, and hopefully would make a good transition into them just having you know a normal, healthy lifestyle choice.’

#### Positive Pathway

Exposure to positive role models was considered by the project lead to be particularly powerful in encouraging young people to make positive decisions and to inspire them to believe that they could succeed in the future. The
coach was considered to be a positive role model. Other strategies were also adopted to help inspire young people attending youth clubs. An example was showing a documentary from BBC iPlayer about Anthony Joshua who started boxing at the age of 18 which outlined his troubled start. For some of the young people the documentary was poignant because it resonated with their experiences:

‘Some of the young people were there ... never think they’re going to make anything of themselves and that’s probably some of the reasons why they’re getting involved with this type of activity, but to hear somebody like that who didn’t start anything till he was eighteen but still became you know champion and Olympic champion, I think it has helped to give some of the young people a bit of inspiration, a bit of belief in themselves.’ (Community Sport Manager)

The importance of the positive pathway approach was noted by the project lead who emphasised the importance of building a long term relationship with young people over a number of years in order to maximise the chances of young people achieving long term success:

‘I prefer a blanket approach. The more positive experiences we can give them the better the chances they be offending or re-offending. It’s not just about the sports sessions it’s about following that up with opportunities for them to have those aspirations and goals later on.’ (Community Sport Manager)

Key Strengths

- Experience and enthusiasm of the project lead
- Links with other local organisations
- Attendance at the monthly multi-agency meetings to discuss individual young people at risk

Key Challenges

- Losing an ideal coach who moved out of the area
- Developing a brand new project
- Lack of information which may have resulted in different decisions being made

Key Learning

- Targeting ASB ‘hotspots’ requires a different approach to targeting individual young people
- Referral system is key to ensuring that young people who can benefit from sports-based development programmes access these
Appendix 2 – Participant Surveys

**StreetGames Youth Sport Survey**

Below are some statements about how some young people think about different things in their lives. Please read the statement and then choose how much the statement *is like you*.

**Some young people......**

<table>
<thead>
<tr>
<th>Statement</th>
<th>Not like me</th>
<th>A bit like me</th>
<th>Quite like me</th>
<th>Just like me</th>
</tr>
</thead>
<tbody>
<tr>
<td>Live in areas where young people feel valued by adults</td>
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</tr>
<tr>
<td>Feel valued by the adults they live with</td>
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</tr>
<tr>
<td>Feel valued by other adults they meet (teachers, coaches etc)</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enjoy school</td>
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<tr>
<td>Do well at school</td>
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<tr>
<td>Rush into things without thinking</td>
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<td></td>
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<tr>
<td>Have choices about what to do in life</td>
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<td></td>
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<tr>
<td>Lack confidence in themselves</td>
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<tr>
<td>Feel good about themselves</td>
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<td></td>
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<tr>
<td>Often get angry and lose their temper</td>
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<td></td>
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<tr>
<td>Statement</td>
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<td>---------------------------------------------------------------</td>
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</tr>
<tr>
<td>Have lots of things to do in their spare time</td>
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<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Live in places where there is lots of crime</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>Love to do sport</td>
<td>☐</td>
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<td>☐</td>
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<tr>
<td>Do things that they know are bad for their health</td>
<td>☐</td>
<td>☐</td>
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<td>☐</td>
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<tr>
<td>Do things they feel are wrong because their friends do</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>Often get into trouble with adults</td>
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<td>☐</td>
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<tr>
<td>Get into trouble because it is exciting</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>Think they will get good jobs later in life</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Have skills that will help them get good jobs</td>
<td>☐</td>
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<tr>
<td>Think that they have lots of opportunities to do well in the future</td>
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<td>☐</td>
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</tbody>
</table>
Section 1: About You: Please tick the answer that best describes you

1. How old are you: 10-13 14-15 16-19 20+

2. Are you: Male Female

3. Which of the following best describes your ethnicity: White Black Asian Chinese /Other

Section 2: Sport and You

4. Why do you come to this session? Please tick all the boxes that apply to you.
   - My friends do
   - To be healthier
   - I like to do new things
   - To keep out of trouble
   - Nothing else to do
   - To meet new people
   - To stay safe
   - Because I like sport
   - To be active
   - New things happen here
   - To learn new things
   - The location suits me
   - To meet new people
   - I was told to come by my family
   - To have fun
   - I was told to come by another adult (e.g. teacher)

5. Thinking about this sports session how much do you agree with the following statements?
   - Do not agree
   - Agree a little
   - Agree a lot
   - I enjoy this session
   - The coaches are firm but fair
   - I can have a laugh with the coach
   - The coach gets who I am
   - I can talk to the coach about things that bother me
   - I am treated with respect here
   - I feel part of something in this session
   - I have had rewards for attending this session
   - I have done extra activities because of this session
   - I feel better about myself because of this session
   - I have met new people here
   - I am getting on better at school because of this session
   - I have learnt new things here
   - I would recommend this session to a friend
Section 2: Sport and You (continued)

6. Thinking about taking part in this session and what has changed as a result of you attending this session, how much do you agree with the following statements?

<table>
<thead>
<tr>
<th>Statement</th>
<th>Do not agree</th>
<th>Agree a little</th>
<th>Agree a lot</th>
</tr>
</thead>
<tbody>
<tr>
<td>I feel healthier now</td>
<td></td>
<td></td>
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<tr>
<td>I am more active now</td>
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<td></td>
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<tr>
<td>I have made new friends</td>
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<tr>
<td>I get on better with adults now</td>
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<tr>
<td>I get on better with other young people now</td>
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<td>I am more confident now</td>
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<td>I am better at working in a team now</td>
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<td>I am a better leader now</td>
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<td>I am able to communicate better now</td>
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<tr>
<td>I am more motivated to engage in activities now</td>
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<tr>
<td>I can be relied on more now</td>
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<tr>
<td>I have better leadership skills now</td>
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<td>I am more tolerant now</td>
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<tr>
<td>I have learnt things that will help me to do well at school/college</td>
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<td>I have learnt things that will help me to prepare for getting a job</td>
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<td>I have learnt things that make me more employable</td>
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</table>

7. How well does the below statement represent how you feel about your community?

<table>
<thead>
<tr>
<th>Feeling Represented</th>
<th>Completely</th>
<th>Mostly</th>
<th>Somewhat</th>
<th>Not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>Being part of my community makes me feel good</td>
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</table>

8. On a scale of 0 – 10, where 0 is ‘not at all’ and 10 is ‘completely’...........

<table>
<thead>
<tr>
<th>Question</th>
<th>0</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
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<tbody>
<tr>
<td>Overall how satisfied are you with your life nowadays?</td>
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<td>Overall to what extent do you feel the things you do in your life are worthwhile?</td>
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<td>Overall how happy did you feel yesterday?</td>
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<td>Overall how anxious did you feel yesterday?</td>
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</table>

Thank you for completing this survey
Appendix 3: DIFFICULTIES IN COLLECTING, MEASURING AND PRESENTING EVIDENCE IN SPORT


DIFFICULTIES IN COLLECTING EVIDENCE

1. Overambitious or theoretically weak grant submissions

2. Funding applications develop projects that fit the criteria for funding but which compromise the beneficiaries and/ or organisation

3. Funding applications that don’t reflect local issues or need

4. Funding applications that promote organizational mission drift

5. Funding applications that set targets for organizations which have insufficient implementation capacity.

6. Certain elements are used as evidence to represent reality but do not actually reflect reality

7. Evidence is based on a link between cause and effect without considering other causes and with no sound basis

8. Lack of examination of other impacts and processes

9. Missing interim objectives with no targets for how much and when

10. Over-concentration on outputs
11. Cross sectional design with limited longitudinal data

12. Convenience sampling

13. Lack of control groups

14. Failure to control for potentially intervening and confounding variables

15. Lack of data about frequency of attendance, the level and intensity of the participation experience and the level of commitment of participants

**DIFFICULTIES IN MEASURING EVIDENCE**

16. The impact of participation in sport depends on the participant experience as well as other factors – impossible to disengage the effects of participation from parallel social and developmental processes

17. The frequency and intensity of participation and retention is important for technical/social skills, attitudes and values.

18. Even if participation adds to confidence/attitudes/competence, it can’t be assumed that it will be transferred to wider social/community benefits

19. What are ‘sufficient’ conditions for a project’s impact on participants i.e. which sports processes benefit which participants, in which circumstances and in what way?

20. Vague definition of external factors e.g. the term ‘ASB and young people at risk’ can contain a wide range of actual and potential behaviours

21. Projects can be too short-term to have measurable effects
DIFFICULTIES IN PRESENTING EVIDENCE

22. Few research reports/reviews etc will contain all the relevant details.

23. Learning from failure as well as success is important but there may be a reluctance to publish negative results in vulnerable and dependent areas such as sport.

24. The identification of ‘exemplary programmes’ as a result of ‘proximal similarity’ is rarely successful as switching the programme to another location involves changes in the infrastructure, delivery staff and the nature and receptiveness of the participants.