From Scoping to Supporting

A META EVALUATION OF TARGETED YOUTH INTERVENTIONS WITHIN PHASE I OF THE TACKLING PARAMILITARISM PROGRAMME

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Overview

The Department of Education (DE) invests approximately £34m in youth work to support and encourage children and young people to mature and reach their potential as valued individuals and responsible citizens. The Department of Education notes that effective youth work enables children and young people to identify their personal and social development needs and involves them in shaping the services designed to meet those needs and improves both their own skills and life chances in order to create a better future for themselves and their communities. Effective youth work therefore contributes to the DE vision of every young person achieving to his or her full potential at each stage of his or her development.

According to the National Youth Agency youth work offers young people safe spaces to explore their identity, experience decision-making, increase their confidence, develop inter-personal skills and think through the consequences of their actions. This leads to better informed choices, changes in activity and improved outcomes for young people. Within the Assembly's New Decade New Approach and continuing commitments to the Tackling Paramilitarism Programme, Together Building a United Community (T:BUC) and with the increased concerns regarding young people's mental health, Youth Services contribution to provide safe spaces for children and young people is essential.

Youth Services in Northern Ireland are delivered by a range of diverse youth groups and organisations, including statutory, voluntary, uniformed and church based, many of which are supported with grants from the Education Authority (EA). These range from rural groups with small memberships to large urban organisations, totalling 1,276 local voluntary youth organisations.

Youth provision is delivered directly to children and young people in a variety of settings including full-time and part-time youth centres; outdoor learning centres; schools; outreach and detached youth work. Youth Services also delivers specialist programmes of support, particularly focussed on improving the outcomes for marginalised or vulnerable children and young people, enhancing their inclusion and participation.

Youth Services in Northern Ireland are constantly innovating and evolving to meet the present and emerging needs of children and young people. Youth work can be categorised broadly into two types, Generic and Targeted.

Generic youth provision ensures that supportive environments, delivering the youth work curriculum, are made available to a significant proportion of children and young people (122,392) throughout our communities. This allows them to enhance their personal skills, their levels of motivation and general resilience and to develop their ability to interact with other children, young people and adults.

Targeted Provision

Targeted provision seeks to address the direct impact of exclusion and marginalisation within the priority age bands of 9-13 years and 14-18 years. Targeted Youth Work add is a youth work programme targeting young people aged 12-25 years. It is delivered in communities where young people are vulnerable to paramilitary influence and involvement in organised crime. Projects are delivered within the voluntary and statutory youth service providing individual and group activities and events for young people, their siblings, peers and family. There are two elements to the programme: capacity building of teachers and youth workers and provision of 13 outreach workers in designated areas.

START Capacity Building – Outcomes

- Youth workers and teachers working in partnership to engage young people vulnerable to influence by paramilitary groups
- Youth workers and teachers appropriately trained to engage young people vulnerable to influence by paramilitary groups
- Youth workers and teachers equipped with quality curriculum materials and resources to promote lawfulness
- Young people in youth projects and schools reporting improved attitude towards lawfulness

START Youth Work Outreach Workers– Outcomes

- Young people feel a sense of social connection and participate in society
- Young people have a sense of self-efficacy, hope for the future and of agency
- Young people feel and act in accordance with a sense of personal responsibility
- Young people are willing to abide by the law and have an expectation that others will do so

The START programme has developed innovative youth work practice using strength-based approaches. Significant impact is evident particularly in Derry/Londonderry where youth workers develop practice with the PSNI and local communities resulting effective.

The Education Authority Youth Service would like to acknowledge the work of partners within this programme. This include the voluntary and community sector; Ulster University and Queens University Belfast, district Councils and importantly parents and young people themselves.

The PSNI is a key partner in the delivery of Youth Intervention programmes as we seek to provide an environment where young people live in safety and stability. This work includes providing alternative pathways for young people at risk, enabling young people to have their voice heard on policing issues, providing training to PSNI officers on how to use strength based approaches to young people. The most important aspect of this work is the link with detached workers who ensure a joined up approach to young people on the streets. Supporting this direct delivery and interventions is representation and engagement of Youth Officers in Support Hubs – which problem solve to provide individuals with bespoke interventions. Education Authority Officers are also members of Local Policing and community Safety Partnerships supporting communities to address youth issues.

Introduction

As part of the Tackling Paramilitarism Programme, the Education Authority of Northern Ireland (EANI) developed targeted youth interventions in key geographical areas. As this work evolved during the first phase of the Tackling Paramilitarism Programme (TPP), a series of reports were commissioned, each with their own distinct objectives.

This report seeks to collate and reanalyse findings from across the series of reports, whilst also comparing the findings with data emerging from a novel evaluation framework specifically designed to capture work taking place throughout these targeted interventions.

Aim:

This aim of this meta-evaluation is to synthesize the learning from a series of evaluative processes to inform the future delivery of specialist and targeted youth interventions for young people at risk of crime and criminal exploitation during phase II of the TPP.

Objectives:

- To describe the policy context in which targeted interventions are evolving
- To summarise relevant theoretical and empirical data

- To describe the nature of targeted youth interventions undertaken by Education Authority specialist provision
- To outline the evidence that has evolved and illustrate what that evidence is indicating
- To capture the learning during phase I of the Tackling Paramilitarism programme (TPP)
- To recommend a direction for the strategic delivery of targeted and specialised youth interventions

As well as making explicit reference to administrative data and research findings, the details contained within this report draw from a range of evaluative exercises undertaken in the context of this programme between 2018 and 2020 (See fig. 1). This illustrates the strategic objective during phase I of TPP to build upon, as well as generate new evidence in order to inform future delivery. As such, there is an expectation that phase II of the TPP will be enhanced greatly, delivery will be refined and measures that have begun to be applied, will be more directly connected to the desired outcomes.

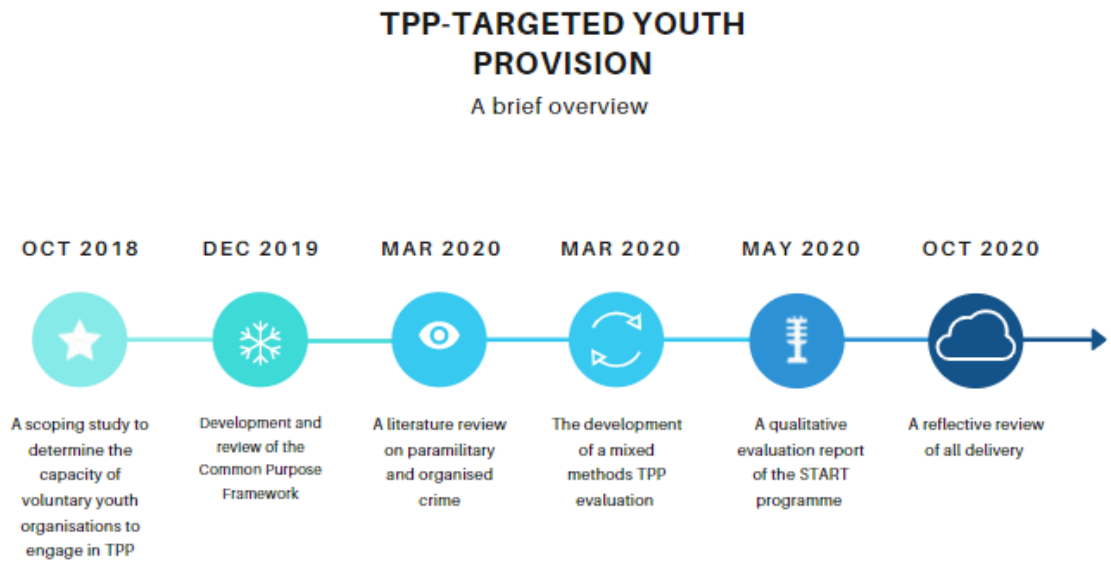

Figure 1: Timeline

Background

Legacy of conflict

As Morrow and Byrne (2020) like others note, 1998 had great promise to be a watershed in the context of the Northern Ireland conflict. The largest mainstream political parties were all

signatures to the agreement that was reached, and this was endorsed by a majority of the population.

For a short period, the zeitgeist was one of optimism and opportunity. There was a commitment to the rule of law, peaceful alternatives to violence and a vision for a shared future for all communities. In the context of violence, there was a commitment to de-politicize armed struggle and as a result, criminalise acts of higher-harm violence and coercion. The reality for some communities however is that less has been achieved than what was expected, and the reasons are complex. The reality is that official figures continue to illustrate the persistent threat of violence, intimidation and coercion by organised criminal gangs and paramilitary organisations in some communities across Northern Ireland despite decades since the Good Friday Agreement.

Latest security statistics data show an increase in overall paramilitary style assaults, with a notable rise since 2013/14 and a 35% rise over the previous ten years (NISRA, 2020).

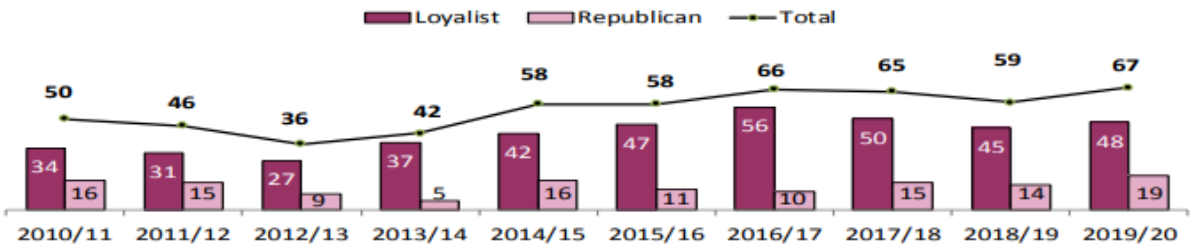

Figure 2: Paramilitary Assaults

Of course, these experiences are highly nuanced with significant variation between communities (Walsh and Schubotz, 2019). Analysing two surveys across three annual waves, Walsh (2020) found that when disaggregated by self-reported community identity, a number of interesting observations emerged. For instance, those living in areas perceived by respondents to be 'loyalist' to agree that paramilitaries caused fear and intimidation. Both young respondents and adults reported the association between paramilitary activity, crime, drugs and anti-social behaviour in their areas, with younger respondents having the largest increase across the three years (see fig. 3).

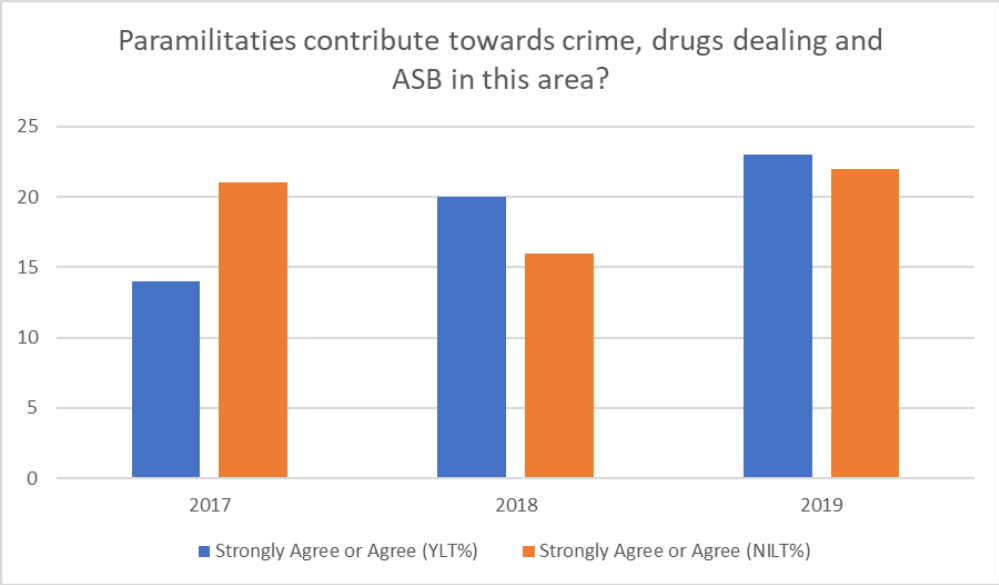

Figure 3: Attitudes towards paramilitaries

Official security figures appear to confirm these persistent challenges but also point to higher concentrations (and effects) of these challenges within specific localities (see table 1)

Table 1: Security related statistics

Council Area	Bombings		Shootings	
	2019	2020	2019	2020
Antrim and Newtownabbey	1	2	0	1
Ards and North Down	0	1	0	3
Armagh/Banbridge and Craigavon	0	3	1	1
Belfast City	6	7	16	21
Causeway Coast and Glens	0	0	3	1
Derry City and Strabane	4	6	14	10
Fermanagh and Omagh	1	1	2	0
Lisburn and Castlereagh	0	0	0	0
Mid and East Antrim	1	0	1	0
Mid Ulster	0	0	1	0

Newry Mourne and Down	0	0	1	0

A report analysing attitudinal data across three annual waves found that those living in republican and loyalist areas reported feeling less safe in 2019 than they did in 2017 (Walsh, 2020). In fact, it was only those who reported living in neither of these areas reported feeling as safe than they did across the three years (see fig. 4).

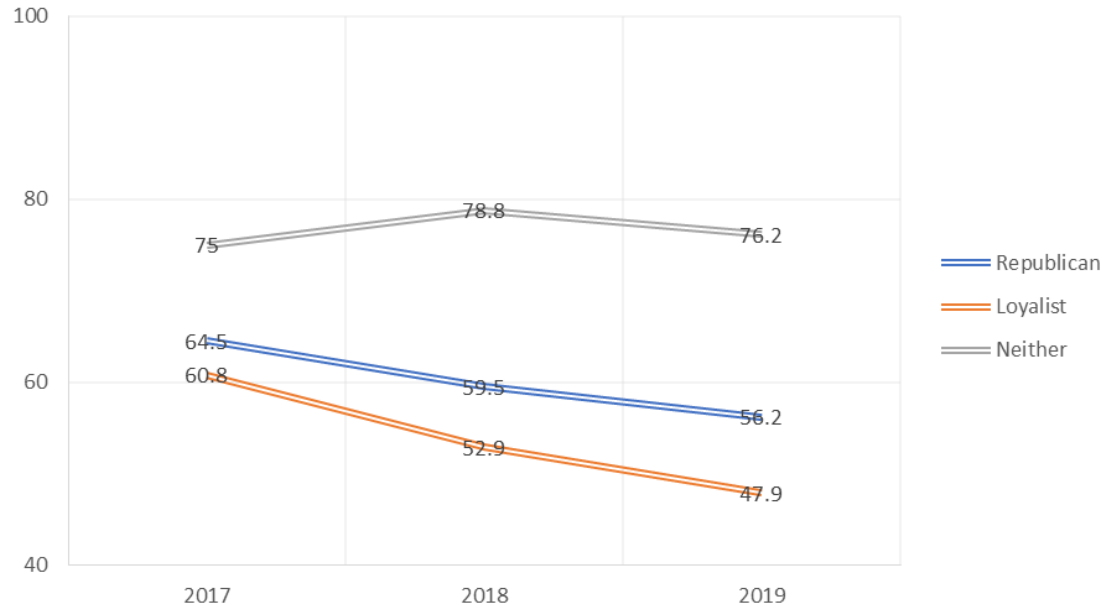

Figure 4: Perceived safety

This indicates that for some reason, perceived threat has increased in some areas but not in others. Further, those least likely to report feeling *'very safe'* were those under the age of 24.

This is unsurprising when we look at the extent of incidents across Northern Ireland. Using police open source data, Fig. 5 illustrates the number of incidents of violent and sexual violence over a one-year period July 2019-June 2020, and whilst density is higher in larger, urban areas, exposure is almost ubiquitous across the region.

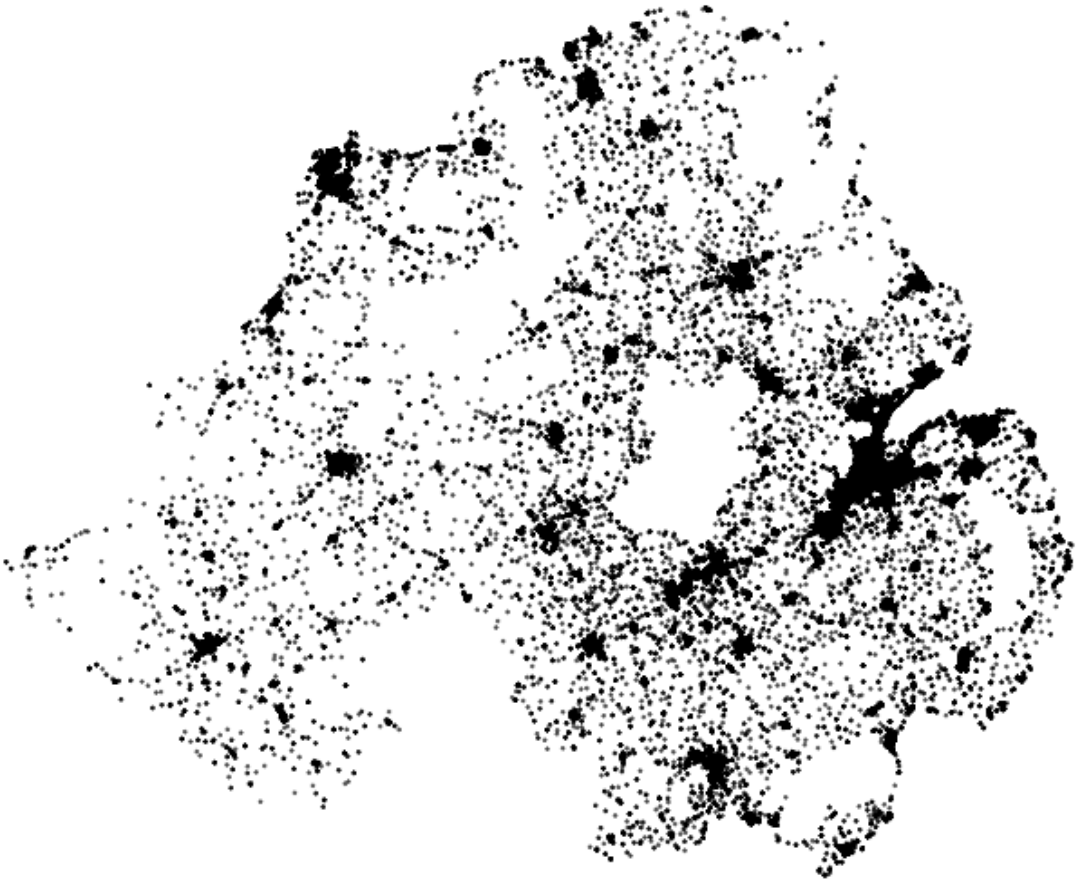

Figure 5: Violent incidents 19/20

Legitimacy of policing

With the advent of the Good Friday Agreement came expectations for increased legitimacy of police and the wider justice system. Concrete efforts were made to implement structural as well as aesthetic change. This appears to have had some impact. In a recent study, 58% of respondents believed that their community were confident in reporting ASB to police, a rise on 49% in 2017 (Walsh, Schubotz and Devine, 2020).

In some areas, the overuse of stop and search powers have been associated increased police-community tensions, reducing the perceived legitimacy of police, particularly among young people. Stop and search tactics however are legitimate powers afforded to the police when certain criteria are met. For example, if police are concerned that an offence has taken place or there is contextual evidence to suggest that an offence could take place. With evidence that these powers have been misused, there have been increased calls for greater transparency around how these powers are used and the legal basis for them. In some parts

of the UK, there have been claims that these powers are used in racial profiling. In Northern Ireland, work undertaken by Topping and Bradford (2020) found that use of these powers has increased by 74% within ten years. Interestingly, the arrest rate following a stop and search is lower in Northern Ireland than it is in other parts of the UK (Hargreaves, 2017). This suggests that the basis on which stops are implemented and searches are carried out may not always fall within the legislative parameters that allow them. This can be problematic. In a part of the world where the legitimacy of policing is an ongoing challenge, police relations with the community, and in particular, with young people are important to understand.

There is some evidence taken from wider TPP reviews that there exists a relationship between unorganised community-based violence and the patterns of higher harm violence that continue to affect some communities. An evidence mapping review undertaken by Walsh (2019a) found a moderate but positive correlation between incidents of paramilitary violence and police recorded violence in the community (see fig 6).

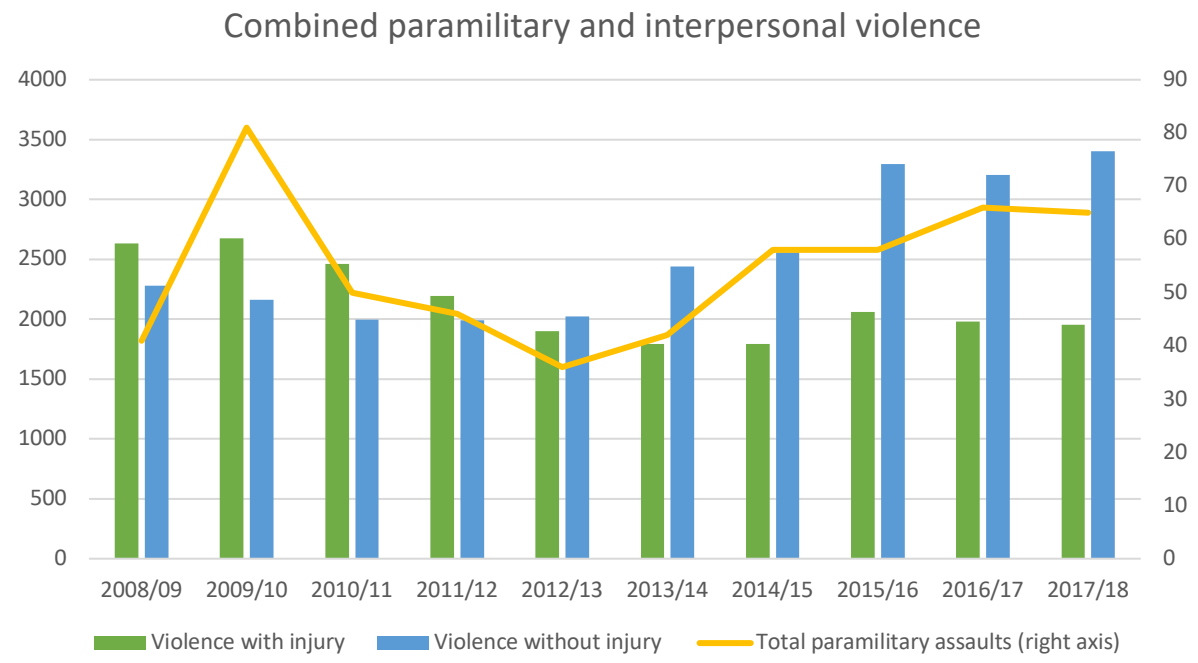

Figure 6: Interpersonal and paramilitary violence

This suggests that in order to fully understand (and prevent) pathways into organised crime and paramilitary association, efforts could be more productive, cost effective and less resource intensive if focus is also placed on understanding patterns of interpersonal community violence.

Evidence informed preventative approaches

The evidence that has preceded appears to suggest that Northern Ireland is in some way unique in the area of violent crime. Of course, there is a legacy, and the sectarian conflict has had a long reach, extending across generations. However, empirical data spanning more than thirty years suggests that we have much to learn from others. A brief review of paramilitary and organised criminal influence on young people was undertaken by Morrow and Byrne (2020). The report concluded that despite the specific culture in Northern Ireland and the legacy of conflict, there is much to learn from approaches taken elsewhere.

Cross cutting issues include:

- **Elevated risks for victims of violence**
- **Legitimisation of violence as an appropriate behaviour**
- **Multi-modal approaches to prevent violence in the shorter term**
- **Addressing social norms to prevent violence in the longer term**
- **Evidence informed practices are essential in the context of prevention**

Elevated risks for victims of violence

Widom (1989) was one of the first to comprehensively illustrate a relationship between victimisation and perpetration. As the theory goes, some victims (particularly those who experience more frequent and intense victimisation) are at increased odds of perpetrating violence themselves. Later work testing the Cycle of Violence theory (see for example Wright et al, 2019) demonstrated that not all those who are victims go on to perpetrate violence. Agnew's General Strain Theory (1992) helps us understand the mechanisms that link victimisation and perpetration. So as strains increase, individuals respond in ways that are attempts to cope with those strains. In contexts where violence is normalised, aggressive and violent coping is more likely. In the context of Northern Ireland, victims of violence (either directly or vicariously affected) are more likely to engage in higher-harm violence when (1) the strains that they experience are seen as unjust, (2) they are seen as high in magnitude, (3) they are associated with low social control, and (4) they create some pressure or incentive to engage in violent coping.

This has helped increase more nuanced understanding of why globally, young males are increased risk of being the victim of serious and higher-harm violent crime but also,

significantly more likely to be the perpetrators of violent crime. What appears to mediate the relationship between victimisation and perpetration are responses to traumatic events and the onset of psychological distress (Farrington and Ttofi, 2020) from adverse events. In other words, it is not the adverse events themselves that lead to violence but the meaning that is attached to those events combined with the limited resources to adapt (Devaney, Frederick and Spratt, 2020). That is, violence is often a maladaptive coping strategy but an attempt to cope all the same. Recent prevalence data illustrates the mental health needs of young people in Northern Ireland. A report by Bunting et al (2020) found that the most commonly reported trauma reported by children was violence and a range of emotional (10% met the criteria for conduct disorder) and mood or anxiety disorders (13%) were highly prevalent. Interestingly, the study found that these issues were exacerbated in the most deprived areas of NI.

Empirically, there are increasing data to support these theories. A recent study by Walsh and Doherty (2019) examined the case files of a cohort of young people who were in custody of the Youth Justice Agency over a one-year period. The review found that 89% of the population over that period were male with 51% of them spending more than three separate periods in custody. Confirming the findings of previous studies, this sample appeared to have experienced complex and often co-occurring issues. For example, 84% of the sample had known substance issues and 49% had known mental health issues, both of which are likely to be an underestimate of the true proportion. The sample had also experienced a range of difficult life events. Among other things, these young people experienced maltreatment (37%), sexual violence (8%), community violence (31%), paramilitary violence (29%), domestic abuse (28%) and grief or loss (17%). In fact, 62% of the sample had a known potentially traumatic experience with specific incident types rising to 8 for some young people. Again, these estimates of prevalence are likely to be an underestimate.

Association between these exposure and violence was profound and violence appeared endemic. 81% of the sample had been involved in known violent offending, with maltreatment, community violence, domestic abuse and paramilitary violence all associated with violent offending. In particular, the odds of engaging in violent crime were 9 times higher for those exposed to community violence compared to those who were not exposed. Further, the odds for engaging in more serious forms of violent offending were 6 times higher for those exposed to paramilitary violence compared to those without known paramilitary threat or assault.

Understanding the complex conditions that facilitate, even accelerate the odds of violent crime is important to understand if prevention is a genuine goal.

Legitimisation of violence

Violence is a global problem and is particularly prevalent among youth populations. There are moral as well as more pragmatic reasons to understand and prevent violence taking place. Decades of research has illustrated the mechanics by which community-based violence is sustained and these have presented opportunities for prevention (Matjasko et al, 2012; Kovalenko et al, 2020). There are ways that perpetrators of violence *'neutralise'* or legitimize their violent actions (see Sykes and Matza) to themselves and to others. This can be achieved on the basis of self-defence, the maintenance of the dominant order, to advance or achieve a 'higher' objective or new order (social, religious or political). As Morrow and Byrne (2020) noted, *'although the political conditions have altered substantially since 1998, paramilitary and armed groups claim symbolic continuity with this legacy of community-political legitimacy',* indicating that neutralisation can take place at individual, family, community and state levels. Speaking to the theory of Social Ecology developed by Urie Bronfenbrenner (1979), the greater one is exposed to these neutralisations within and between systems (peers, family, community), the greater the propensity to accept these naturalisations and in doing so, conform to social and behavioural norms where risks of violence are not only elevated but probable given the right conditions. In the context of Northern Ireland, we can reasonably assume that where young people are exposed to various difficult life events, they may also learn that violence is a legitimate behavioural response to distress. In these contexts, paramilitary violence and coercion are more likely to be *'neutralised'*, and therefore the greater the opportunities that exist for paramilitaries to exploit overt as well as latent vulnerabilities.

Regardless of the nature of how *'neutralisation'* occurs, behaviours remain behaviours and can be objectively considered violent and coercive.

Nature and Mode of Delivery

What specific actions are most effective for reducing violence and risks associated with criminal exploitation? There has been almost ubiquitous expectation that work equates to desistance, or cessation from crime. Longitudinal studies and meta-analysis have demonstrated that this is not the case (See for example, Uggen, 2000). Whilst some prison to work programmes can be effective, particularly for older prisoners (Baldy et al, 2018), the

mechanisms are likely to be related to increased natural social supports (Halsey et al, 2017), changing identities (Maruna, 2001), increased hope for the future (Cloud and Cranfied, 2001), increased maturity (Rocque, 2015), disrupted social networks that sustained criminal behaviour and increased routine (Basto-Pereira, Comecanha, Ribeiro and Maia, 2015). For younger people, the effects of work-based programmes are even weaker (Baldy, 2018). Whilst there are associations between deprivation and violent crime, the role of employment in reducing violence has been overstated. Instead, multi-modal interventions that target well-defined risks, increase well defined protective factors, and are implemented with sustainability in mind have had the greatest effects.

Morrow and Byrne (2020) in their review alluded to the need for multi-modal approaches and illustrated example where this was implemented elsewhere. For some of the cases referred to, sport was used as a mechanism for engagement, diversion, learning and leadership and others focussed on changing the ecology of those at greatest risk with the aim of reducing those risks. The report indicated that although there appear to *be '…common threads running through the international models of practice, it is also apparent that the definition of the problem is design to address varies significantly'* (Morrow and Byrne, 2020). On this point, there is considerable agreement. It is to this point that the most *'effective'* prevention models have spent considerable time understanding the problem, developed a clear definition of the problem, forensically unpacked the mechanisms at play and linked this to 'what works' practices that have developed over decades. It is to this point that an innovative and evidence informed framework was developed in response to growing public disorder in Derry (see Walsh, 2019b and later section on *'Common Purpose'*).

Addressing social norms

An important point in the review report by Morrow and Byrne was that *'in Northern Ireland, widely embedded ethnic and political narratives of hostility have generated an environment where organised violence has been tolerated as a fact of life within community. As a result of the longevity of conflict in Northern Ireland, armed and paramilitary groups are integrated into the fabric of life in many localities; and are often neither distinct nor separate from many other aspects of community life'* (Morrow and Byrne, 2020: 7). Several elements of this point provide greater clarity around the challenges but also in doing so, connect our 'unique' problems to wider evidence.

1. **Language is important.** Situating paramilitary violence in the context of organised criminal activities is not merely semantics but helps orient us towards a solution focussed approach.
2. **Violence continues to be normalised in some communities.** This speaks to the widespread connectivity between various forms and severities. Whilst much of the approach to date has been on responding to the high level, highly organised and highly violent presentations, this recognises that bidirectionality of violence within and between communities. Greater emphasis on understanding and responding to these connections could prove useful in the longer-term prevention of higher harm and organised violent crime
3. **Individuals engaged in paramilitary violence and coercion are often 'othered',** portrayed as alien. The motivations of paramilitary groups are not well understood, and their actions are the antithesis of wider society. Yet, those engaged in paramilitary crime are as much a product of their environments as anyone. Of course, choices are made, but reducing the complexity of people's decisions to *'us and them'* or *'good and evil'* serves no functional or instrumental purpose. In fact, it undermines progress. *'Othering'* those engaged in organised violent crime creates distance when what prevention programmes seek to do is create proximity. There is well established function with this alternative approach, the utility of which is to foster a greater understanding of the pathways in and out of organised crime and facilitate opportunities for new and feasible social norms to emerge.

Evidence informed practices

Morrow and Byrne (2020) noted the difficulty associated with replication that often include a lack of objective evidence that links activity to outcomes; a lack of clear definition of the mechanisms at work; a lack of perspective on implementation-that is how to move an idea into practice. Empirical evidence spanning more than three decades can help however. We now understand that approaches are not universal or globally applicable even within a relatively narrow field of violence. What works for one person will not necessarily be effective for another (there is of course a separate and complex issues with how effectiveness is defined). However, in general we can be confident that:

1. Those at general but nonspecific risk of violent crime can benefit from prosocial activities where they can engage with other prosocial individuals, are given new experiences, can refine their skills and can have the opportunity to test their values and beliefs in a safe and fun way- this type of approach is often referred to as primary intervention. (Primary prevention)
2. Those who have demonstrated some specific risk can benefit from more specific and tailored support where they are given opportunities to critically examine their values and beliefs, how these link to behaviour and how new behaviours can be tested and consolidated. This type of approach is often referred to as secondary intervention. Objective and time limited goal setting is more important for this group. There are opportunities to combined both individual and group work modalities. (Secondary prevention)

3. Those who are experiencing significant distress, are involved in persistent and problematic violence (As well as other co-occurring difficulties) and highly require specialist and targeted intervention. These responses are often highly individualist, less focus on group interventions, are supported by highly skilled professionals. These interventions are often referred to as tertiary. (Tertiary prevention)

Male gender is a consistent predictor of peer related and community violence and may be partially explained by adherence to traditional masculine norms that endorse attitudes that favour aggression. These gender norms have been demonstrated to neutralise violent responses to perceived threat (to self or status). For masculinity theorists, gender constructions are one of the greatest social realities for males, particularly young males (Harland & McCready, 2015) and influence how they see the world around them. Several gender theories are useful in the context of violence research. Connell's (1995) illustration of hegemonic masculinity suggests a hierarchy of masculine norms together with normative masculine behaviours influence male perceptions of their roles, responsibilities and acceptable behaviours. Gender Motivation Theory (GMT) which posits that there are fundamentally two basic social expectations, and consequently two basic gender motives namely, **"status enhancement"** (i.e., Increasing personal and social status) and **"risk reduction"** (i.e., Increasing personal safety) with men more likely to be concerned with the former and women more likely to be affected by the latter (Winstok & Weinberg, 2018). These theories become particularly salient when seeking to explain why it is that some males engage in higher harm violence and organised crime, but others don't. Ambitions (or expectations) to defend the self, family and/or community can be leveraged by organised crime gangs keen to exploit these vulnerabilities.

Fresh Start

Whilst 1998 was a watershed in the Northern Ireland troubles, violence (both organised and unorganised) continues to affect communities across Northern Ireland. This enduring legacy is complex and requires efforts from across society with policy support at Executive level.

The *'Fresh Start'* Agreement, published by the UK and Irish governments in 2015 set out strategic proposals for addressing some of these most challenging, and often intractable issues. It became enshrined in the Northern Ireland Executive's Programme for Government 2016-2021. Strategic priorities included:

1. **Promoting lawfulness**

2. **Support for transition away from conflict**
3. **Tackling criminality and criminal exploitation**
4. **Addressing systemic issues undermining the transition towards peace**

A *'Tackling Paramilitarism'* project team and board was established and tasked with working towards the attainment of these priority areas through a twin track approach-that is, combining policing and justice efforts alongside activities that will better understand socio-economic issues facing communities where paramilitaries are most active.

Based on administrative data, 10 areas across Northern Ireland were designated for additional or enhanced supports through targeted responses. These areas included:

1. New Lodge and Greater Ardoyne
2. Lowers Falls, Twinbrook (to include Poleglass, Upper Springfield, Turf Lodge and Ballymurhpy)
3. Shankill (to include upper, lower and Woodvale)
4. Brandwell and Creggan
5. Larne (to include Antiville and Killwaughter, Carrickfergus)
6. The Mount (to include Ballymacarret and Inner East)
7. Drumgask and Kilwilkee
8. Clandboye and Conlig (to include Kilkooley)

Youth Services in the context of the 'Tackling Paramilitarism Programme'

Youth Services have a rich history of engaging and supporting some of the most vulnerable young people in Northern Ireland. Creative and innovative practices have evolved across decades. Youth services are underpinned by distinct values that recognise the strengths and potential of each induvial young person. For young people experiencing complex needs, specialist approaches to delivery have more recently been developed. Despite some concerns around the role of youth services in the delivery of such interventions, research demonstrates a need to effectively engage and support this relatively small proportion of young people. In fact, the proportions are so small that estimates place them between 5% 10% (Piquero, 2011) of the youth population. However, this small group of young people are also at increased risk of engaging in elevated forms of crime and are more vulnerable to influences of organised criminal gangs. Despite the potential contribution of youth services (both statutory and voluntary) in Northern Ireland to effectively engage young people and

contribute towards enhanced outcomes in the short term as well as reduce organised crime and higher harm violence in the longer term, little strategic focus has been placed on this potential. In part, this may be explained by the challenges around capturing good practice and effects of prevention programmes in a meaningful or objective way. Where models with potential have emerged, they have suffered from a policy context that has not historically been conducive to their development. As a result, youth services have not been traditionally engaged in strategic prevention policy and practice, with their role often limited to diversion during elevated tensions. The tackling paramilitarism programme has resulted in a marked change, with opportunities to understand and respond to our *'wicked problem'* in new and innovative ways.

Firstly, the programme is underpinned by an assumption of interconnectedness, linking various departments to each other and communities' actions to those departments.

Secondly, there has been a long-term vision supported by resources that are intended to facilitate implementation over a relatively longer period than projects are historically accustomed to.

Thirdly, there is an appetite to examine how the evidence base can inform policy and practice.

Fourthly, the programme has facilitated successful and enduring partnerships with academic institutions, and this has added significant value through specialist research, evaluation, and training.

Following Fresh Start and the inception of the TPP, the Education Authority was invited by the Department of Education NI to take forward a novel approach to targeted intervention for young people vulnerable to paramilitary exploitation, coercion or violence. Initially, 8 areas were designated by the TPP board for enhanced support.

Two interrelated objectives were established:

1. To increase the capacity of teachers and youth workers in the promotion of *'lawfulness'*
2. To situate JNC professionally qualified youth workers in each of the designated areas with the objective of undertaking specialist youth provision for those at greatest risk of paramilitary exploitation, coercion and violence.

These two objectives became broadly defined as either capacity building activities or as START interventions. As evidence became available throughout phase I however, capacity building became more refined and interventions extended beyond START to include other targeted interventions.

In order to facilitate these objectives, voluntary sector partners were identified and supported throughout phase I of the programme.

Capacity building and partnership-based activities

Capacity building activities

Over 700 professionals engaged in capacity building activities during phase I of the programme. EANI responded to the voices of practitioners across sectors by commissioning bespoke and specialist training events intended to enhance the skills of practitioners and the quality of their work (see fig. 7).

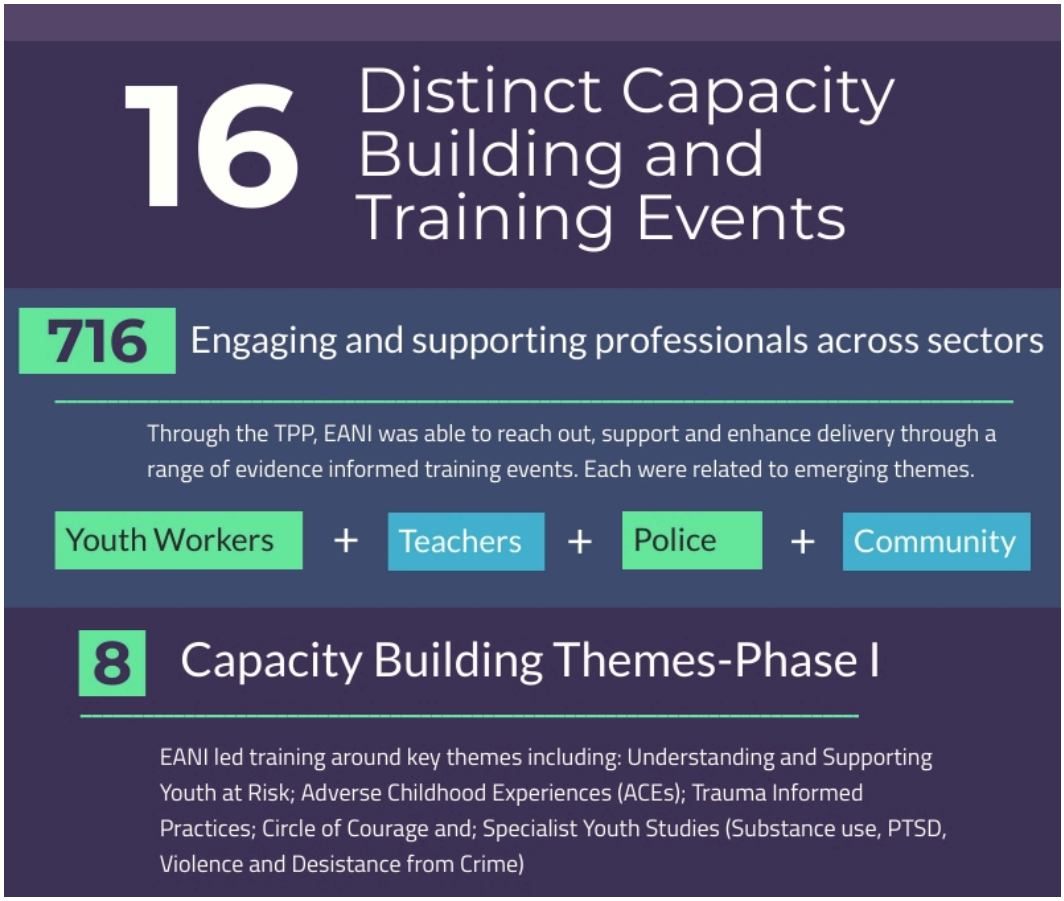

Figure 7: Capacity building and training

A range of training events were facilitated for youth service staff, youth outreach workers, teacher's police and community workers. On average 55 professional attended each event and despite the onset of Covid-19 in the first quarter of 2020, there was at least one training event every other month. Excluding the period March-Oct 2020.

Specialist youth provision often develops organically and in responses to, rather than in prevention of significant social challenges. By definition, those engaged in targeted delivery are responding to multifaceted and complex needs of young people who themselves are situated within an interdependent systemic context. As such, the identification of skilled professionals who are both willing and able to undertake complex practices and respond dynamically in a safe and evidence informed way is critical. This has been noted in previous reports (see Walsh, 2019 and Morrow Byrne, 2020). Phase II of the programme is another opportunity to pay particular to initial recruitment of specialist youth workers.

Targeted interventions require a different set of competencies and skills than would be required within in another setting. Whilst the fundamental principles underpinning delivery and the values that make youth services distinct from others are a constant, there has been increased recognition that understanding competencies is critical to effective delivery.

> ***"This youth work is more specific and targeted to the issues and needs of the young people…their issues are very challenging and let's be honest, they are under very active and very real, direct paramilitary threat" (Youth Outreach Worker, 2020)***

The learning gained over three years has provided the leadership team with evidence (both quantitative and qualitative) that illustrates the complexity of needs.

These needs include:

- **Significant life events and transitions**
- **Mental health and psychological distress**
- **Violence, threat and intimidation**
- **Chronic substance use**

Of course, this is not exhaustive and none of these issues are mutually exclusive. The nature of the way in which these issues present vary greatly. Specialist youth workers

operating in such a complex environment are required to have the pre-requisite skills and experience, but should also be committed to:

- **Developing their understanding of complexity from multiple perspectives**
- **Have an appreciation for evidence informed practice**
- **Be open to innovation**
- **Be willing to work in partnership with a wide range of colleagues, including the police and other statutory agencies.**

Thematic focus (trauma)

Despite empirical, theoretical and practice evidence illustrating the link between psychological trauma and increased vulnerabilities for young people, There has been a tension between a perception of what responding to the trauma of children and young people entails and the values of youth work. During interviews with Campbell et al (2020) one START worker indicated that they were:

> *"…working with a young man at the minute who is heavily into cannabis and hears voices and wants to kill himself. The goal is to start by getting him back into school…"*

It appeared that youth workers were unclear of their role within this space both in terms of scope and limitations.

Evaluators commented that youth workers were not mental health workers (ibid, p13). Whilst this is true, studies elsewhere have demonstrated that youth workers who engage young people with complex needs are often in a privileged position to understand their needs and ensure that their needs are met. This requires more than sensitivity. It requires specialist youth workers who understand the complexities of psychological distress, how to accurately identify those in need of additional (possibly clinical) support and some understanding of approaches that could enhance their outcomes.

Specialist youth worker recruitment

Once recruited however, investing in the continual professional development of specialist practitioners is also important. Throughout phase I of the programme, the Education Authority, with some resources from the TPP have invested significantly in training for

specialist youth workers. This has involved extensive consultation with the voluntary sector to understand their needs, investing resources directly into communities, but also making a range of training opportunities available to frontline workers.

For some areas however, there is evidence that prerequisite capacity is a more fundamental challenge and could require a different response. Several reports (see for example, Erwin and Thompson, 2018; TEO, 2018) have found that for a variety of reasons, even with resources available, communities sometimes lack the requisite motivation, skills and expertise to begin targeted delivery work in a way consistent with the aims and objectives of these specialist services. It also speaks to the ongoing and very real threat of paramilitary groups that persist in specific localities. As noted by TEO (2018):

> *"…residents continue to feel intimidated and threatened by the physical and material presence of paramilitaries in their communities, particularly when this takes the form of exploitative recruitment practices, aggressive drugs dealing and loan-sharking"*

Circle of courage

Many of those engaged in targeted provision were encouraged and funded to attend Circle of Courage training. The Circle of Courage is a philosophy of positive youth development first described in the book Reclaiming Youth at Risk (Brendtro, Brokenleg & Van Bockern). It integrates Native American philosophies of child-rearing, the heritage of early pioneers in education and youth work, and contemporary resilience research. The Circle of Courage is based in four universal growth needs of all children: belonging, mastery, independence, and generosity. These are summarized below:

Belonging: This recognises the need for social connectedness between individuals in communities and the inherent desire to develop and sustain social bonds.

Independence: This orients individuals away from dominance and control over others and towards personal responsibility for themselves, the decisions they take and problems they solve.

Mastery: With mentors, young people observe, learn and imitate the skills and abilities of others.

Generosity: Finally, young people are taught to understand and the importance of giving to others and putting others' needs ahead of their own.

Specialist youth studies

There are several examples of partnership working that connects directly to capacity. An example was the EANI/QUB partnership that resulted in several key actions. One of these was the development of a bespoke specialist youth studies course (see fig 8). This was developed in response to the perceived needs of youth services and from the data that was emerging from targeted interventions. In response, key QUB academics designed a course that would directly address some of these key thematic areas. These included:

- **Serious youth violence**
- **Mental health and psychological trauma**
- **Substance use**
- **Desistence from offending**
- **Systemic practices**

Figure 8: QUB specialist youth studies

100% of participants reported that the provision either met or exceeded their expectations.

> *"I found the training really helpful, the delivery, depth of knowledge and fresh (to me) concepts were enthralling. I'd highly recommend the training to others in youth work and beyond. Energised me also to think about my role and the potential benefits of further research"*

Further, the content was considered *'highly relevant'* by 88% of the participants.

> *"I would just like to say you very much for the 3 days which I found very informative and interesting. In terms of themes within there are clear linkages to the characteristics of the START programme in which I work and to the practice/interventions already in practice. I feel the 3 days gave my practice a more critical lens and perspective on different theory models that I can compare, contrast and use in my work with young people".*

100% of participants indicated that they would appreciate formal training. Moving forward, participants appeared enthusiastic about formalising training and requested that senior management within EANI explore options for academic accreditation.

> *"The training will also bring youth work into the wider professional arenas for inclusion in future research regarding young people."*

Participants were asked about the relevance of the thematic areas explored during the *'taster'* sessions and prospects of more structured 'deep dive' into the issues. Figure 9 below illustrates the proportion of participants who considered these thematic areas as worth further individual study.

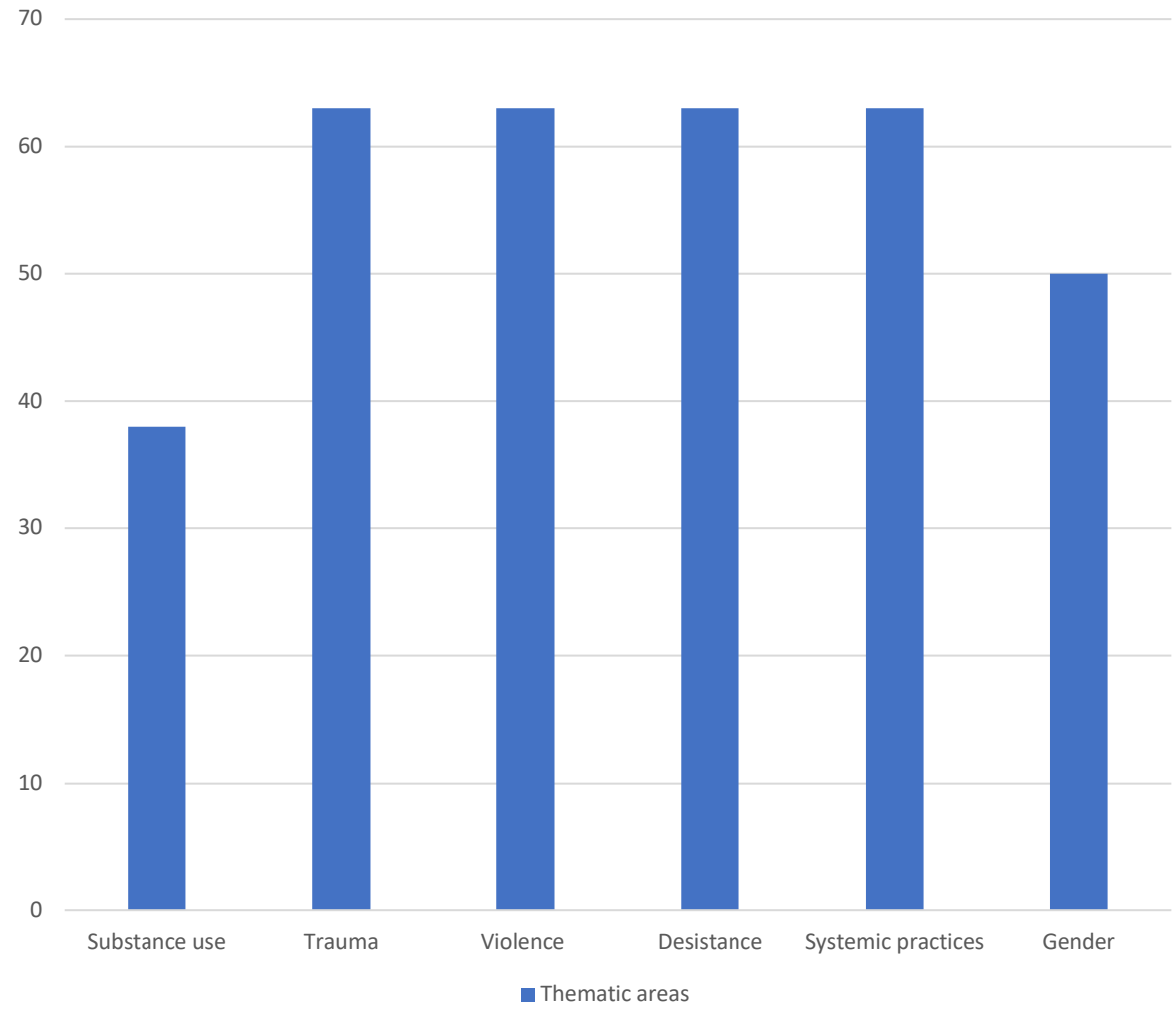

Figure 9: Study themes

An overview of specific interventions (current and planned)

Steering Teenagers Away from Recurrent Trouble (START)

Target groups

START has been the flagship intervention within EANI's contribution to the TPP. The original terms of reference for the START programme aimed to address *'known risk factors'*

associated with increased crime, violence and exploitation such as non-engagement with the youth service; social deprivation; exposure to drink and drugs; (un) employment/lack of qualifications, poor mental health, low levels of self-esteem, and low aspirations (Campbell et al, 2020) as a means of reducing risks and improving outcomes.

An evaluation undertaken by the same authors found that whilst the target group was originally intended to be within the 21-25-year-old age group, the majority of targeted support was actually provided to 14-17 year olds. Whilst the authors did not specify the proportion of young people, or how this differed depending on geographical context, a later review of routinely collected data found that 86% of all young people over a one year period (April 2019-March 2020) were within the 14-18 group (see table 2) (Walsh, 2020).

Table 2: Age group engaged

Age group	Frequency	Percent
9-13	22	10.7
14-18	177	85.9
9-18	1	.5
19-21	5	2.4
Community	1	.5
Total	**206**	**100.0**

A qualitative review of activities found that there was a **focus primarily on young men** and whilst this did not ignore the realities for young women, there was a need for understand how to effectively engage and support young men in helpful, but also challenging relationships that were goal oriented. There is little evidence to date that this has been possible. This may in part be because the data has not been collected or may be because there is a need during Phase II of the programme to invest in action-oriented delivery that is **gender conscious and goal oriented.** Without this, some interventions risk significant attrition or prolonged support without meaningful impact.

Aims and objectives

At the heart of the START programme is the aim of promoting lawfulness and preventing young people from being exploited by organised crime and paramilitary groups (see TEO, 2016). The programme was first implemented as part of phase I of the TPP during 2018 and in its current iteration runs until 2021.

Within its original format, the START programme was delivered across eight targeted areas. These localities were identified on the basis of a number of socio-economic variables, but

also based on perceived risk of criminal exploitation. A review of routinely collected data combined with a critical reflective review of interventions with the senior leadership team at EANI attempted to understand the areas of work that START was engaged in during Phase I of TPP. Fig 10 illustrates the outcome of that process. The team found that START was essentially a secondary intervention, aimed at young people with known risks associated with violence and criminal exploitation and attempted to engage those young people over the long term using outreach, diversionary, pro-social and trauma informed approaches. The aim for many of these activities were to challenge negative social and behavioural norms that mitigate the risks of paramilitary exploitation.

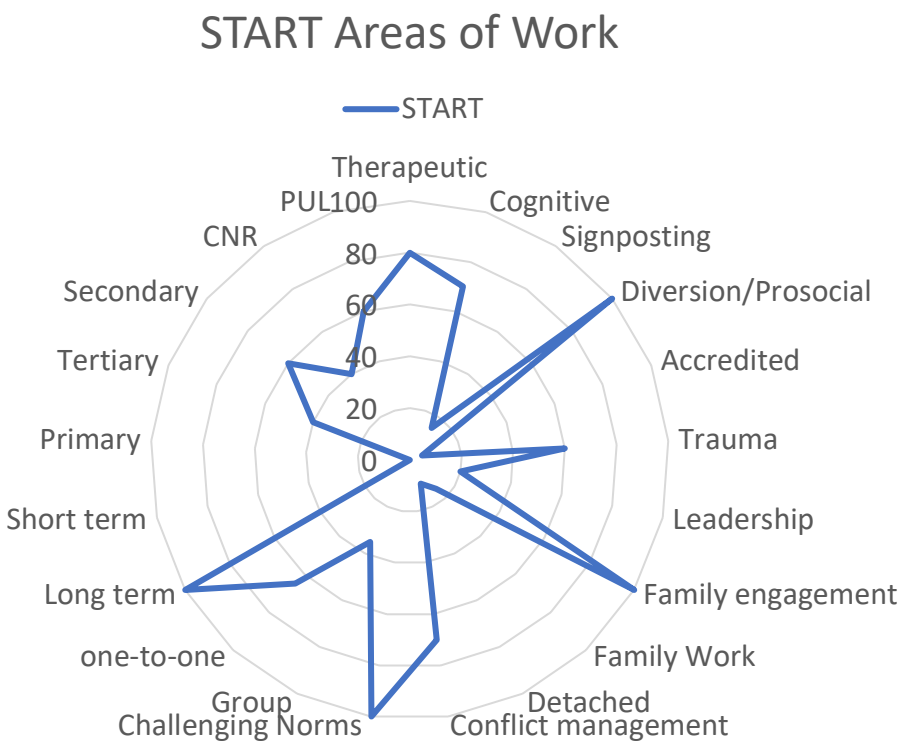

Figure 10: Areas of work

Supporting Youth Through Engagement in Schools (SYTES)

SYTES is a relatively new intervention within which EANI youth services and PSNI work collaboratively within formal educational settings to explore themes associated with criminal activity and exploitation and promote lawfulness. The intervention was first implemented during January 2020 and was shortly interrupted as schools closed with the onset of Corona Virus.

Target group

The interventions primarily engage young people across years 9 and 10, studying in the formal educational system.

The intervention is accredited with OCNI level certification.

Aims and objectives

The intervention aims to strengthen relations between police and young people through breaking down barriers and challenging attitudinal norms. Unlike START, SYTES is open to a wider target group of young people and as such is an intervention bridging primary into secondary provision.

The objectives of the intervention include:

- Increased awareness of policing and the role if plays in communities
- Challenge expectations of police and policing.
- Explore the concept of 'emergency'
- Raise awareness around the impact of antisocial behaviour
- Reflect on the impact of risk taking
- Increase confidence, self-esteem and skills among young people to take positive choices
-

Delivery

Unlike other intervention in the programme, SYTES is manualised. The intervention is implemented across 10 distinct sessions, each with a specific thematic focus. Young people are engaged in groups of up to 15 during weekly sessions that last 1-2 hours. Each session is delivered by a youth worker and these are co-facilitated with a police officer. As a way of complementing the weekly sessions, young people also engage in site visits to an outdoor learning centre.

To date, the intervention has been implemented (or was planned to be implemented) across 6 sites. The sites included schools in Derry, Maghera, Belfast, Glengormley, Craigavon, Strabane

57 young people had already engaged, with further groups to be identified when schools re-open during Autumn 2020. It is also envisaged that as restrictions ease, there would be opportunities to extend provision across all of the areas identified by the TPP board and additional areas identified to be areas of emergent risk.

Youth Volunteer Academy (YVA)

Following a pilot in Dungannon, the YVA was scaled up as a means of increasing contact between young people at risk of ASB and emergency services. These emergency services included PSNI, NIAS and the NIFB.

Aims:
The intervention aims to strengthen the relationship between emergency services and young people

The objectives for the intervention are to:

- Educate young people on basic first aid and the benefits of knowing what to do in an emergency situation.
- Encourage appreciation of NIAS role and the need to respond to emergencies in partnership with the public and hospitals.
- Increase awareness of policing and the role it plays in communities.
- Encourage young people to analyse their attitudes towards Policing and consider the positive nature of what policing is.
- Educated young people about what constitutes an emergency.
- Raise awareness of the repercussions of anti-social behaviour directed at emergency services.
- Assist young people to consider actions of risky behaviours and consequences reflecting to these.
- Build confidence and self-esteem.

Unlike other interventions, referral pathways are clear within YVA. PSNI and CAMHS staff can make referrals for young people not engaged with youth services, at which point contact is made in person.

Delivery:

The YVA is delivered over 12 sessions that include a review of PSNI, young people's rights, first aid, crime scene techniques, online safety, substance use, car accident simulator, Q&A with a senior local police officer, an educational visit and a residential. The programme is also complemented by accreditation through OCN.

The interventions above include an overview of the key approaches taken to date which have some level of implementation. In addition, EANI continues to build on the evidence base and has included plans for the implementation of other interventions that are not yet operational. These include IAG and hospital-based youth in-reach activities. Plans are in their final stages and they have strategic placement within the youth development planning 2020-2023 (EANI, 2020)

Independent Advisory Group (IAG)

The Independent advisory group was established by EANI in partnership with PSNI with the aim of enhancing the voice of young people within decisions taken at local policing level. This approach is underpinned by a commitment made within the 2017-18 PSNI policing plan:

> *" [to] increase young person's confidence in Policing in areas where it was identified as being lower, through initiatives carried out in collaboration with PCSP's and partner agencies within the community."*

There are many reasons that children and young people come into contact with PSNI and in recognising this, PSNI are strategically and operationally committed to collaborate with partners in other sectors to ensure that young people are supported and that they are prevented from interfacing with justice agencies at the earliest possible stage.

The Independent Advisory Group will help to facilitate dialogue between young people and police. This will provide a focal point for consultative exercises and provide a critical friend to PSNI as they consider both strategic and operational changes.

24 Young people from across Northern Ireland will be represented on the group. These will include:

· 4 young people from Belfast City
· 2 young people from Derry City and Strabane
· 2 young people from Armagh, Banbridge and Craigavon
· 2 young people from Lisburn and Castlereagh
· 2 young people from Newry, Mourne and Down
· 2 young people from Mid Ulster
· 2 young people from Mid and East Antrim
· 2 young people from Antrim and Newtownabbey
· 2 young people from Ards and North Down
· 2 young people from Causeway Coast and Glens
· 2 young people from Fermanagh and Omagh

The group will meet on a quarterly basis to share their knowledge, awareness and experience of community issues. Group members will also be consulted regarding critical or major incidents that have the potential to impact on children on young people.

The aims and objectives for the IAG are to:

- Increase Young people's confidence and self-esteem so that they can effectively participate
- Recognise the function of the Youth Committee as a representative voice for young people and pro-actively engage and participate with young people on a regular basis.
- Seek the opinions of young people on decisions that affect or have an impact on their lives and giving them a meaningful voice, and respond to young peoples' emerging needs, issues and priorities as identified by the Youth Committee.
- Engage with the youth committee on issues relating to policing and community safety in order to promote a safer community for young people to live, work and socialise.
- Publicise/market recruitment events across the region and provide assistance to select members for the Youth Committee.

Hospital based youth in-reach (Navigator type intervention)

Target groups

Decades of research has demonstrated that victims of violence are at increased odds of perpetrating violence themselves. In fact, Widom (1989) was one of the first to describe this observation as the *'cycle of violence'*. Building on this evidence, some violence prevention practitioners have invested in hospital based *'in-reach'* services that connect victims to services and supports. The hypothesis is that if victims can be engaged and supported as they deal with both the physical and psychological effects of violence, then the risks of perpetration and/or for further victimisation are mitigated against. One hospital based *'in-reach'* model is called Navigator.

Navigator is a Scottish example of interventions facilitated within the context of emergency departments. Beginning in that Glasgow Royal Infirmary in 2015, the provision now extends into Edinburgh and Ayrshire. The aim of navigators who work on the programme is to complement the work of medical staff by supported patients affected by violence and as they return to the community, engage victims in supports and services specifically linked to their individual needs. Qualitative reports from Navigator sites suggest that the approach is well received by medical staff and by those who have received support.

Delivery

This approach is being adapted for the Northern Ireland context and has already received approval from two emergency departments-one in the Western Health and Social Care Trust (WHSCT) and the other in the Belfast Health and Social Care Trust (BHSCT).

The adaptation will be available to victims of violence attending emergency departments who are aged 16-25. The support will be provided on a one-to-one basis and unlike the other targeted interventions will support those often at highest risk of further violence. The needs of the young people will be often complex and require specialist support. The mode of delivery will be one-to-one and with a much more time limited approach. The specialist youth workers will provide support during an individual's stay at hospital and with their consent, connect them to appropriate supports in the community upon release.

This adaptation of Navigator has been delayed due to the global pandemic and crisis that emergency departments have been experiencing since the onset of Covid-19 in Northern Ireland. It is expected that the model will be implemented during early 2021 and into phase II of the TPP programme.

The outlines above provide an overview of the breadth of targeted interventions for young people in Northern Ireland that have evolved as part of the tackling paramilitarism programme.

Figure 11 below summaries the main characteristics of the interventions currently being implemented by EANI and how they complement and connect to each other.

Summary of targeted activities

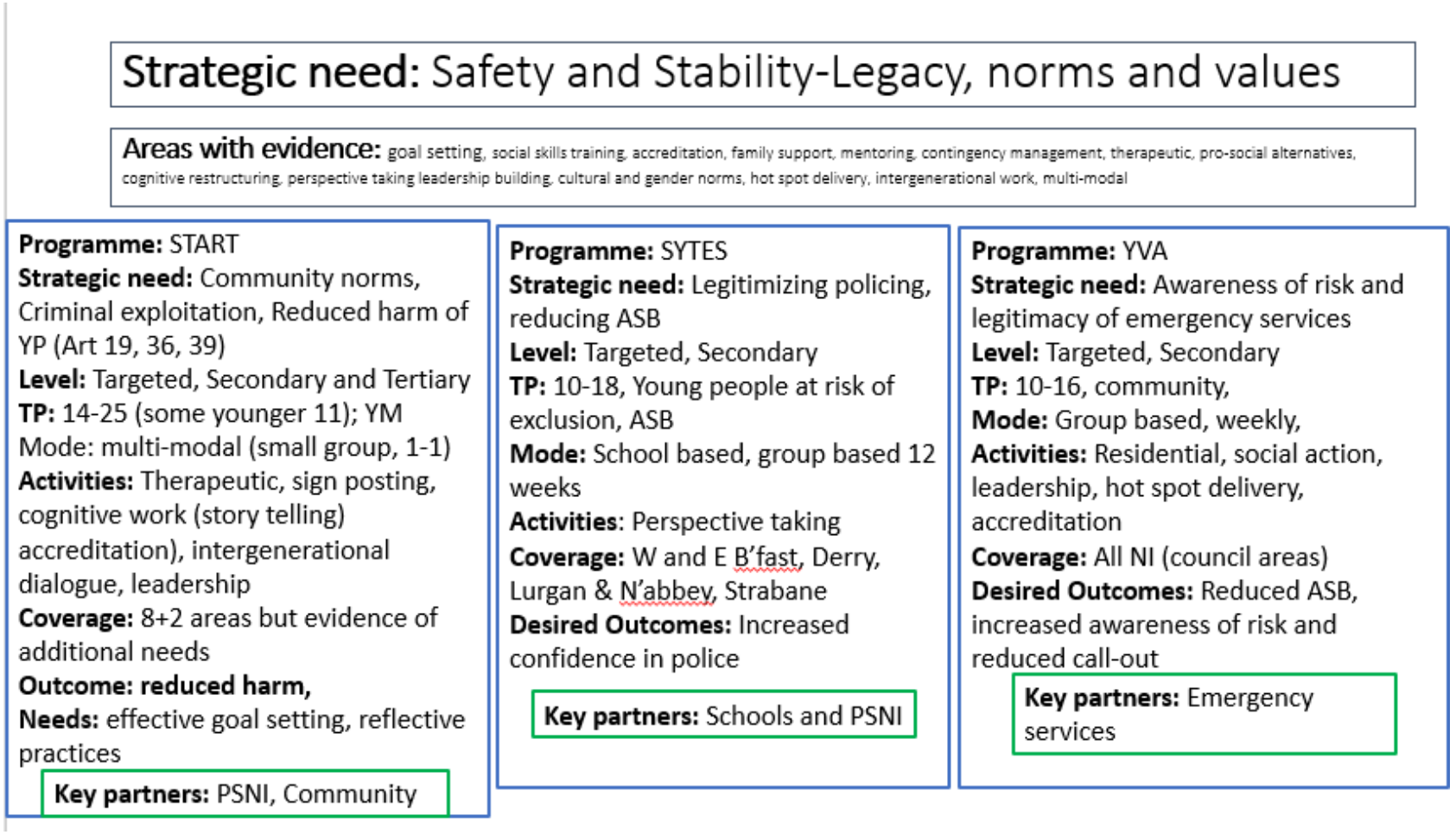

Figure 11: Summary of targeted activities

Strategic need: Safety and Stability (as a public health issue)

Areas with evidence: goal setting, social skills training, accreditation, family support, mentoring, contingency management, therapeutic, pro-social alternatives, cognitive restructuring, leadership building, cultural and gender norms, hot spot delivery, intergenerational work, multi-modal

Programme: Navigator
Strategic need: Reducing harm and violence, reducing psychological distress (Art 19, 36, 39)
Level: Targeted, Tertiary
TP: Young people 16-25, victims &/or perpetrators of violence
Mode: Hospital patients, 1-1, short-term
Activity: Trauma informed social support, Therapeutic, social prescribing
Coverage: Derry, Belfast
Outcome: reduced harm,
Needs: What is the pathway? How do hospital staff record incidents of victimisation?

Key partners: WHSCT, BHSCT PSNI

Programme: IAG
Strategic need: Participation and voice of young people (Art 12, 13, 42)
Level: Primary, Universal
TP: 14-18
Mode: Group
Activity: Intergenerational communication, advocacy, accredited, leadership
Coverage: 11 Local councils
Outcome: Increased voice and participation
Needs: How to recruit via existing EA structures?

Key partners: PSNI

How do these interventions connect to each other?

The benefit of these summaries not only enable a more forensic review of the range of interventions being implemented but allows for a critical examination of how these complement or duplicate each other. Fig 11 below illustrates the approach, target group, level of intervention and thematic areas covered through the combined areas of work.

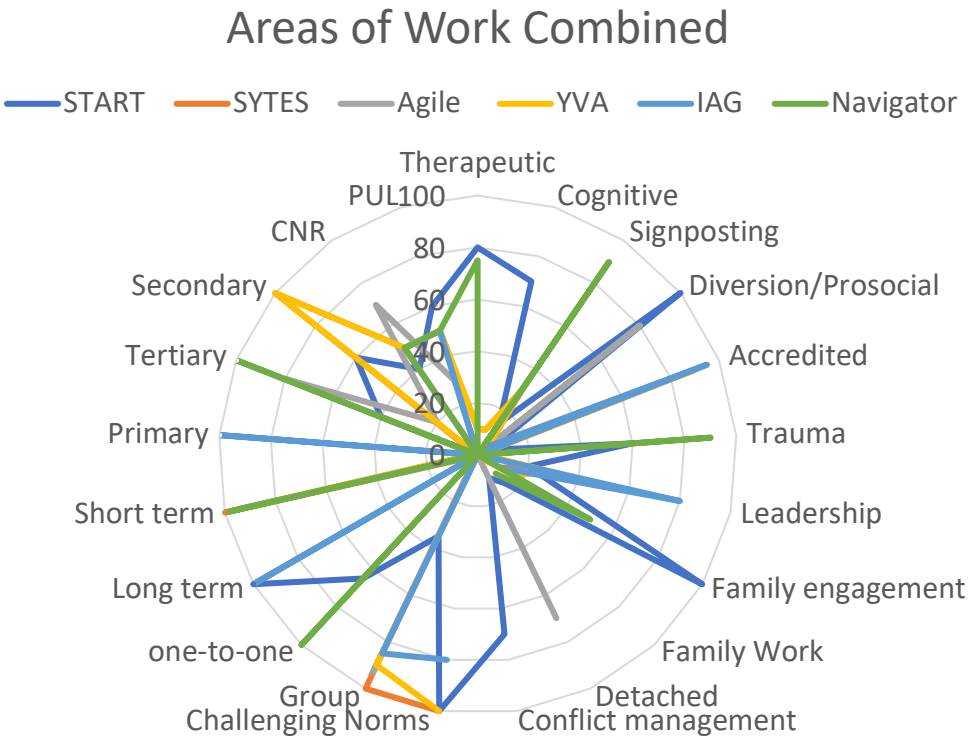

Figure 12: Combined areas of work

One of the benefits of the START programme during phase I of the TPP was that it was very targeted (see fig. 10). It had a well-defined target population and was generally implemented in a pro-active way using outreach methodologies. This specificity however limits the extent to which a range of other evidence informed approaches can be implemented. It also reduces the extent to which individuals with less established risks (or elevated) can be appropriately engaged. Fig. 10 illustrates that combined, there is significantly greater potential to extend this provision and create pathways in and out of interventions. There is also evidence of considerable 'scaffolding' around individual interventions. For example, a partnership was established between EANI and the *'Playhouse Derry'* as a means of engaging children and young people in creative and arts-based methodologies. The Playhouse Derry-Londonderry is a multi-disciplinary community arts centre and home to a theatre, dance studio, and gallery as well as a number of cultural and arts-based groups and

tenants. It operates an extensive education and outreach programme delivering a wide range of socially engaged arts initiatives and opportunities for training and creative expression for people and communities in the North West. Established in 1992 its arts activities are known and respected for promoting healing, understanding, reconciliation and transformation between different communities. This represented a significant financial investment by EANI and an evaluation of the activities demonstrated significant outputs. Through dedicated project coordinators, Playhouse staff managed the *'crime, justice and citizenship'* programme in Derry as well as the 'Theatre of Witness' programme. Through a part time education officer within Playhouse, the OCN was facilitated across five sites. In addition, a number of professional artists were recruited to deliver street art, visual art, graffiti and film projects.

A strategic and practical question for EANI now moving into phase II, is to critically examine how these targeted interventions connect to general youth provision and wider activity beyond youth service. A further question is what partnerships add value to provision and how evaluation mechanisms can be streamlined to provide a more coherent assessment of practice and of impact.

Findings

Outputs and approaches

Target monitoring reports were a useful way for some of the more established elements of the targeted youth delivery to capture outputs.

A range of activities have been undertaken during phase I and a review of 2019/20 was undertaken. Whilst limited to the START programme, a report by Campbell et al (2020) found that the nature and implementation of activities differed across START locations. This was elaborated upon in a later report by Walsh (2020) which collated and analysed monitoring data returned by local teams. This report established that work was broken down into four broad areas-targeted individual work, targeted group work, conferences/seminars and parenting support/work (see table 3).

Table 3: Area of work by location

Area	Targeted Individual Work	Targeted Groupwork	Conferences	Parenting Support
		% within area		
New Lodge and Ardoyne	46.2	53.8	0	0
Lower Falls and Twinbrook	44.4	33.3	2.8	19.4
Shankill and Woodvale	17.1	95.2	0	0
Creggan and Brandywell	21.4	68.3	14.6	0
Carrick and Larne	5.9	78.6	0	0
East Belfast 1	5.9	94.1	0	0
Kilwilkee and Craigavon	25.7	74.3	0	0
Clandeboye and Kilkooley	17.9	82.1	0	0

The data suggests that there is **widespread variation** in the mode of delivery across START sites. Most obvious is the lack of parenting support integrated within the programmes. In only one of the areas reviewed was there any focus on parenting support. This is an important aspect of delivery for youth services to consider during stage II. On one hand, there is a recognition that the risks that young people experience are systemic. On the other hand, parenting work and support have been conflated with the former considered the domain of social services and the latter lacking any clear definition. Whilst it is clear that there is a limited role for youth services to intervene directly to address issues such as family functioning, in order to enhance the supports available to young people, there is a need to reflect on what **'family support'** means and how this is distinct from **'family work'**. Given the need for many youth workers to actively work in partnership with schools, police, community services, mental health services, it seems strange that one of the most powerful systems in the life of a young person has not been given specific attention. Although a pilot was funded in West Belfast to support family support.

It is also clear that for many providers, the most dominant mode of delivery has been group work. This is important but on its own insufficient. The evidence suggests that for youth in need of additional and/or specialist supports (Secondary and Tertiary), individually tailored approaches using goal oriented and mentoring style approaches are more favourable than

group-based interventions alone. There are a number of theoretical as well as empirical justifications for this.

Social learning theories (see for example Akers, 1998) suggest that increased association with peers engaged in violent and other criminal behaviours are at decreased risk of attitudinal or behavioural change. Desistance theories (see for example Maruna, 2001) suggest that pro-social identities are a key construct in moving away from violent behaviour and often this is preceded by transitions in social networks that are more pro-social. Finally, within the context of the group (alone), there are less opportunities for goals to be set, reviewed and achieved. Examining how approaches could add value by integrating **individually tailored approaches** into the process would be useful during phase II of TPP.

Of course, that is not to say that group work has no utility. It does. However, there are some aspects of group work delivery that are considered prerequisites for the sort of attitudinal and behavioural change expected through models such as START. Firstly, the spaces should be safe for individuals to engage in sensitive and contentious issues. Secondly, participants should be encouraged to critically engage with sensitive and contentious issues in a non-judgemental way and thirdly, facilitators should challenge rather than sustain unhelpful **gender, social, behavioural or attitudinal norms**. More emphasis could be placed on how units capture these aspects of delivery during phase II.

Campbell et al (2020) pointed to a focus on preventing exploitation of young people in places such as Derry and a focus on mental health in areas such as Larne and Carrickfergus. On one hand this variation could speak to the responsivity of local youth worker, engaged with the wider community in addressing local needs as they are, and as they present. In their evaluation of the START programme, the same authors also noted that whilst a monitoring framework existed, there was little evidence that it was being effectively used. As a result, anecdotal evidence around need was not well evidenced in practice, limiting understanding, and reducing the effectiveness of responses.

Existing monitoring data was later collated, coded, and reanalysed to enable the youth service teams to more accurately capture the variety of work being implemented. Using this data, Walsh (2020) found that there was a significant range of thematic content being implemented across the targeted programmes (see table 4).

Table 4: Thematic area

Thematic Area	N	%
Health and wellbeing	29	13.4
Outdoor learning and sports	23	10.6
Educational attainment and training	10	4.6
Civic and social responsibility	14	6.5
Social supports	26	12
Risk taking, ASB and offending	65	30
Leadership and volunteering	16	7.4
Employability	7	3.2
Substance use	5	2.3
Life and social skills	5	2.3
Family functioning	5	.5
Trauma	1	.5
Unknown	15	6.9
Total	218	100

Another benefit of the monitoring review was that the extent to which teams focused on target areas could be directly measured and quantified. And again, the nature of work being undertaken varied considerably between areas. For some areas, the primary focus was on social connectivity and lawfulness whilst other areas engaged in all target areas (see fig. 12)

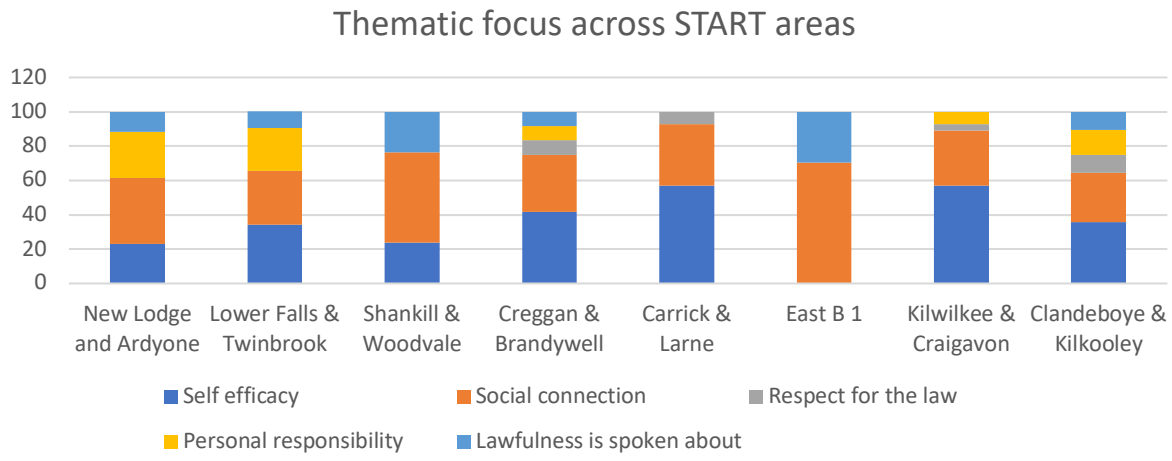

Figure 13: Thematic focus across areas

With reference to this monitoring review data, more than three-quarters of the young people are reported to have completed the local programmes (76%). Further, on average 93% are reported to have made progress on their outcome.

Notwithstanding these significant achievements, some issues were identified in regard to how reliable the monitoring template was for accurately capturing completion and outcome data. In regard to completion, reports are made on aggregate. Further, there are few details in regard to the duration of intervention for individuals. Evidence suggests that the most effective approaches employ a tiered approach, and as protective factors increase, young people who are no longer in need of intensive supports, are signposted to alternative provision. There are many potential pathways within the EANI for tiering and this has been considered for phase II. One of those consideration will be how best to decide in partnership with young people when exit from one intervention and/or referral into another is appropriate.

In relation to outcomes, there is a sense that different units (even individual practitioners) will define outcomes in different ways skewing any standardised meaning that can be attributed to the reports. Additionally, a binary (improved/not improved) further complicates measurement and the meaning that can be taken.

There is also an underlying risk that because there has been no standardised or reliable method for understanding needs at baseline, responses have varied considerably and may not have always been well matched to individuals' needs.

The development of key partnerships

Partnership as a process is not easy or straightforward. Partnership as an outcome is hard fought for. These difficulties are exacerbated when faced with complex issues and contentious themes where different people, from different professions, often from different backgrounds are intent on finding practical and pragmatic solutions. Phase I of the programme has demonstrated that even when perspectives area often divergent being able to create safe spaces for partners to have difficult conversations is conducive to the partnership process. There are many examples of perspective enhancing activities and when these were sustained, they appear to have contributed to effective working partnerships and include schools, police, and other community organisation.

> *"If it wasn't for the local school, I would struggle to have any young people for this programme"*

"The relationship with the police is good and it is a two-way street. I can challenge them and they can challenge me. Likewise, they have shown willingness to learn and I can learn from them"

That commitment was evident in many practical ways. Partners prioritising each other, taking calls when needed; being physically present in the community, standing alongside each other and; when difficulties arose within the community, coproducing responses that would be acceptable to the community.

"This isn't a 9-5, it requires people who are dedicated, who go above and beyond"

Successful partnerships were also established with community groups. For example, consideration was given as to how young people could be engaged in creative ways using arts-based mythologies. The Playhouse Derry was engaged to lead on this area of work and engaged young people from across the start areas in thematic issues using arts.

However, it is evident that experiences of partnership varied between units and across the target sites. For some, issues were highlighted around specific schools engaging with specialist youth workers

"I can't get into [area]. I tried getting in via the school, but the teacher put a block on it as she said she had GDPR concerns"

However, there are also examples of where partnership did not work as expected. In some communities, the units that were being commissioned to lead on the targeted interventions at a local level, remained resistant to engaging with services such as the PSNI. As Campbell et al (2020: 51) note, *"the relationship between youth and police is often viewed through the lens of Northern Ireland politics"* and yet in the context of this specialist work, youth service professionals are required to engage with police (and vice versa) in a constructive way.

This has been deeply problematic for the coherent implementation of services and whilst it may reflect more engrained legacy issues in some areas, it would be pragmatic for the EANI in the context of the wider TPP to consider a twin track approach whereby these communities are supported to critically engage with these issues whilst at the same time, alternative local organisations who have the motivation, skills and experience to fully engage in all aspects of the targeted youth programmes are contracted to deliver on the key activities for phase II.

Figure 14: Playhouse Illustration

As mentioned above, the partnership between Playhouse and EANI resulted in a series of creative projects delivered across START areas. These areas included West Belfast, East Belfast, Carrick, Kilkooley, Creggan, Shankill/Woodvale, New Lodge and Lurgan. In total 89 young people were engaged and of these, 35% attained OCN accreditation. In addition to these activities, Playhouse facilitated 8 '*Theatre of Witness'* or Forum Theatre workshops across 8 of the original START sites. Building upon school-youth work partnerships, this provision also extended into 26 educational settings. 726 pupils were directly engaged in these thematic activities. This was a significant investment by EANI and as such, an external evaluation was commissioned. Erwin (2019) reported on the design and findings mid-2019. With some scope to combine quantitative and qualitative data, the response rate to the survey was relatively low (11% for artists and 60% for outreach workers). As a result, there were some limitations that were exacerbated further by difficulties engaging key stakeholders from EANI and the Northern Ireland Office during the interview process. These limitations were also noted by the evaluator

> *"Unfortunately, the low response rate from Artist Facilitators to the questionnaire and focus groups means that it is difficult to draw too many conclusions regarding their experience…"*

That said, the report provides a useful overview of the work implemented and feedback from arts and youth outreach workers appear to reinforce the potential that arts-based approaches have within youth work and targeted youth work settings.

> *"Once the young people understood they were in a safe environment and we wanted to channel their worries or thoughts into something positive, they then felt comfortable to build a relationship and share their views and experiences." (Artist Facilitator)*

Whist the report provides the basis for understanding the role of arts within thematic programmes such as START (and now the wider targeted youth delivery programmes), there did not appear to be sufficient evidence to support the significant financial investment on an ongoing basis. Erwin (2019) suggested that a logic model could be used as a means of developing this framework. Going further, this meta-evaluation recommends that an overall programme logic model is developed, and specific projects (such as arts-based delivery) connect to this. This meta-evaluation also recommends that where surveys are being used, standardised and validated measures are used where possible.

To demonstrate the potential utility of logic modelling and application of standardised measures through critical reflective reviews, an area-based review was undertaken in 2019 and a refined measurement tool was developed in 2020.

Case example 1: Area based provision

A deep dive into work taking place in Derry during 2019 illustrated that in this area at least, very rich data was being collected, but not necessarily reported in a way that could be understood. A reflective review however demonstrated a number of particularly salient outcomes across a number of systems. Qualitative data illustrated the potential effects of the targeted interventions for individuals, but administrative data also demonstrated the potential effects of those interventions on wider incidents of public disorder.

The range of outputs coordinated by the partnership are outlined in table 5. These include activities targeted at a universal audience with the aim of having a community wide impact. This is key to the early intervention approach and if successful, reduces the need for specialist interventions by either youth service practitioners, mental health services, family support services and/or justice agencies. Additionally, activities were situated within secondary level approaches whereby those known to be at increased risk of violence and public disorder, as well as those known to be at risk of paramilitary exploitation or violence were targeted on the basis of these risks. Overall, a total of **8847 young people** voluntarily engaged although it is unlikely that these represent unique young people, the scale nevertheless is an indication of the level of contact those engaged in this model had with young people in Derry during this period.

Table 5: Area based overview

Primary Level Interventions		
Project	**Number of YP**	**Age group**
T:BUC	543	11-19
Summer Programme	497	5-15+
Delamont	42	13-18
Youth Voice Matters	130	11-17
Secondary Level Interventions		
Fuel for Fun	1524	4-11
Ballyholme residential	1470	11-18
Shanaghmore residential	120	14-17
Youth Support Worker Training	20	16-25
Outdoor Education	266	16-25
Outdoor Learning Training	20	16-25
PSNI youth service conference	130	14-18
Study visits	50	15-18
Agile Response	2240	11-18
Community day	1052	5-25
START programme	719	11-25
Youth Employment	24	16-25

In just one of these projects a total of **14 individual programmes** were facilitated. The T:BUC programme resulted in a total of 543 engagements across the council area and was delivered by 12 community organisations-a feat of coordination and cooperation. It also appears that temporally, the nature of those engagements was heavily weighted in one particular period of the year. Unsurprisingly, 65% of them took place between July and August of 2019- a period that is traditionally associated with increased tensions.

High Level Outcomes		
Target	**Measure**	**Output/Outcome**
Reduction in public disorder	Police Security Data ASB data	94% reduction in petrol bombs used between 2018 (425) and 2019 (25) 50% reduction in antisocial behaviour between 2018 and 2019 in two key wards
Reduction in police intervention	Attenuating Energy Projectile (AEP) use	Reduction in stop and searches Reduction in Attenuating Energy Projectile (AEP) use from 5 incidents in 2018 to 0 incidents in 2019

Increased youth engagement in youth service provision	Youth service data	Increase 8447 young people in engagement between 2018 and 2019 with a total of 8847 young people engaged at primary and secondary levels of intervention

Outcomes Across Specific Domains			
Individual Domain			
Driver	**Target**	**Measure**	**Output/Outcome**
Lack of consistent positive social supports	Provide positive social supports	Young people engaged in individual work. Young people engaged in group work	Young people provided with social supports in the community including 47 provided with individual supports and 1,109 (Youth Support Worker Training, Outdoor Learning and Education, Study Visits, Start, Employment) participating through group work.
Not engaged	Actively engage young people at risk	Programme attendance and participant evaluations	8447 young people engaged across the range of activities, including more than 7000 at the targeted secondary level
Family Domain			
Low parental supervision	Provide proxy	Recordings of one to one sessions. Participant feedback.	Young people provided with positive social supports in the community including 47 provided with individual supports through the START programme
Service Domain			
Lack of coordination	Increase coordination between services	Stakeholder feedback Evaluation	Increased coordination between police, youth service and

			community services at strategic and operational levels
Lack of a coherent evidence base	Invest in developing a robust evidence base	High quality outputs	Commissioned proof of concept evaluation Strategic commitment to ongoing monitoring and evaluation
Lack of a long term coherent and coordinated strategy	Based on evidence, formulate a longer-term strategy to address the well-defined challenges	Development of a coherent and coordinated strategy	Education Authority five-year strategy to increase youth service leadership in areas where gaps are perceived
Societal Domain			
Social norms	Provide safe spaces for practitioners, community and policy makers to reflect on attitudes, beliefs and behaviours	Session evaluations. Baseline and endpoint survey with participants. Outcomes framework for youth work.	785 young people were engaging in developmental activities designed to engage them in thematic issues related to violence in the context of their lives. (START, Delamont, Youth Service conference). Feedback from participants through evaluations indicated that of 120 who participated in baselines 100% believed that they had the space to reflect on the attitudes and behaviours. 120 surveyed 100% felt safe in their youth club environment. 100 young people engaged in street-based youth work 80% felt safe on their streets with

			the youth workers present.
Legitimacy	Profile the work of the partnership and facilitate potentially contentious conversation	Increased number of activities designed to profile the work of the partnership	"Your Voice Matters" project Youth Police Conference Youth with 130 young people in attendance.
	Increased communication between community and police	Increased number of events/activities designed to increase opportunities for communication	Youth Police Conference with 100 young people involved in preparatory community events.

Understanding how targeted supports developed and were implemented in Derry became known as the ***'Common Purpose'*** framework (see below) demonstrated the utility of collecting project specific data that connects this information to the desired outcomes but also triangulating data between organisations. In this case, youth service and police data were particularly useful, but was only possible because of the partnership that had evolved in that area.

Common Purpose: A framework for implementing targeted youth provision

The Common Purpose framework emerged from this critical review taken during 2019. The framework itself is not a model of intervention but a method for systematically and methodically reviewing complex problems and partner's roles in responses to those problems. Rather than a framework of delivery, Common Purpose is an implementation framework. Therefore, its utility extends beyond one area and even beyond one form of targeted intervention. Figure 14. illustrates the 5 steps involved and the key questions that should be asked in order to formulate an appropriate implementation plan. A more comprehensive overview of the framework is outlined in appendix one.

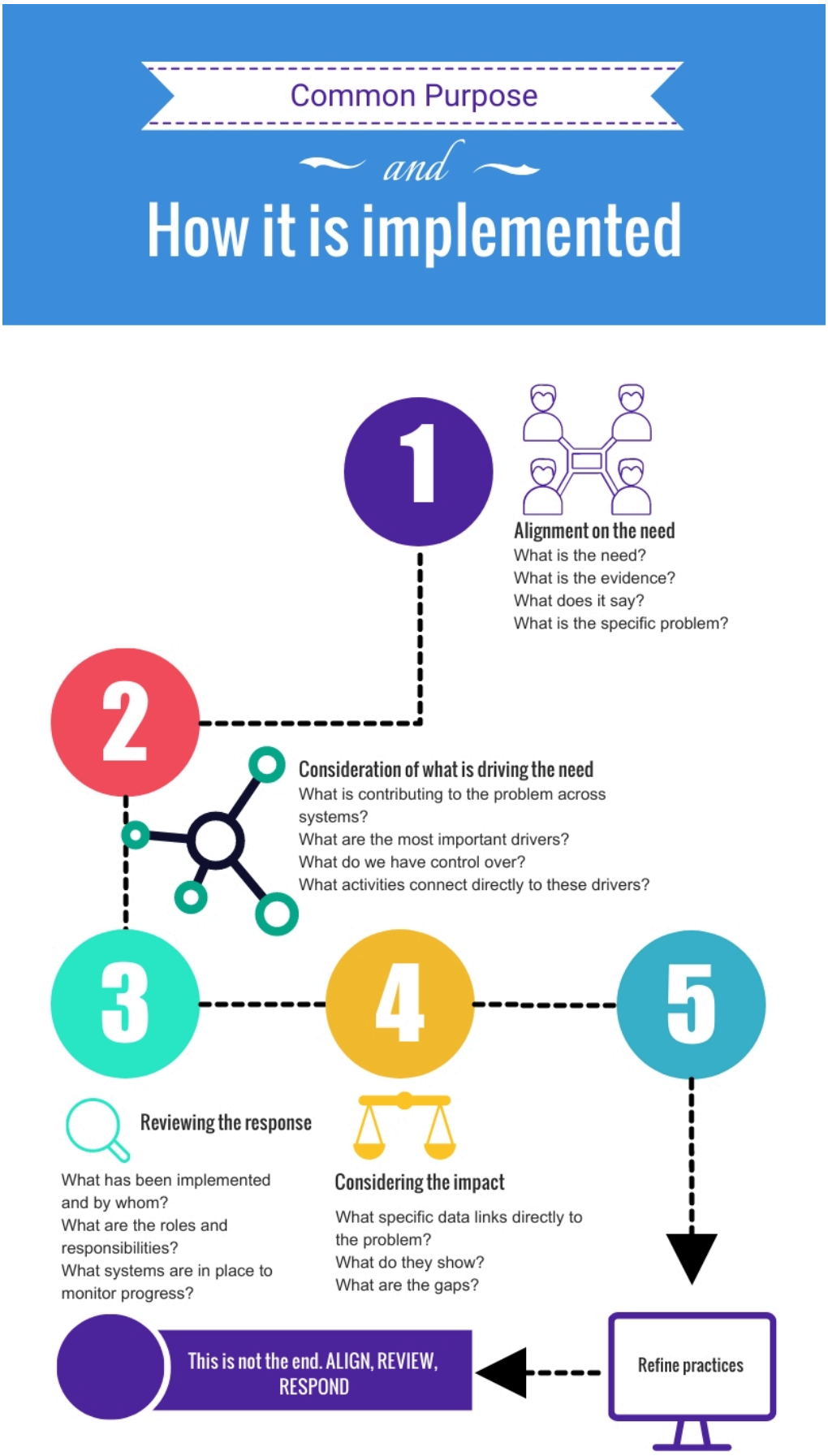

Figure 15: Common purpose overview

Understanding the needs of the target group

Data from the review of monitoring forms present a very positive message. The majority, in fact the overwhelming majority of participants are reported to have made progress on their outcome. A significant problem with the monitoring data to date has been the subjectivity of the reports. Both outcomes and effects are discretionary, lack any meaningful definition or objective measure. The result is that it is not clear how the outcomes are defined, how attainment is measured or what constitutes progress. There is an urgent need for more objective measures that link directly to targeted youth provision outcomes and measures that young people, youth workers, EANI and wider stakeholders can understand and have confidence in. Feedback from youth worker interviews (see for example Campbell et al, 2020) appeared to indicate support for improved evaluative mechanisms but expressed concern that many of their desired outcomes (increased self-esteem, increased respect for the law, reduced risk taking, improved mental health etc) were difficult to measure within youth work settings. There has been progress in this area.

Whilst it is a challenge to connect measures to the specific outcomes of interest, there are valid and reliable measures exist that have now been piloted and integrated into an updated framework. This created an opportunity during the third year of the wider TPP to coproduce a new evaluation framework that was intended to help the youth service providers understand the needs of the target group at local and at programme level, capture work that was being undertaken directly associated with those needs and measure impact between baseline and end-point. In terms of the design and pre and post design, combined with qualitative elements vastly increased the sophistication of what could be said at the interventions and those who engage in them.

During 2020, consideration was given as to how progress could be tailored to the desired outcomes of targeted youth provision in Northern Ireland, how the needs of the target populations could be captured more accurately in order to inform delivery and how progress could be monitored at a programme, community and individual level. It was decided that a pre-post evaluation design would be robust enough to capture these.

A measurement instrument was coproduced between academic staff from Queens University Belfast, senior management in EANI and young people.

The tool was developed using already validated scales that connect to specific areas of the programme with the aim of providing reliable feedback.

Importantly, these data link both to EANI as well as DOJ outcomes.

Key areas of interest included:

- **Demographics (gender, age, location)**
- **Childhood adversities experienced**
- **Social supports**
- **Efficacy**
- **Known mental health issues**
- **Mental health screening (anxiety and depression)**
- **Exposure to paramilitary threat and intimidation**
- **Lawfulness**
- **Attitudes towards policing**

As a pre-post design, each young person is expected to complete a pseudonymised online survey at the beginning of contact and again before contact ends. The survey is designed as self-report to facility maximum confidentiality between young person and worker. In order to comment on the outcomes, both pre and post data are required. As a result, the data cannot speak to the relative impact of the programmes just yet, but even with only the baseline measures, there is rich data on the target group and their needs.

83% of the sample are male, which is unsurprising given the nature of the work and the desired outcomes. 45% of the sample indicated at baseline that they had no prior involvement with youth services and given the fact that on average young people are aged 16, could point to wider, and more historical vulnerabilities.

Based on the responses to date, it is clear that there are significant and complex needs amongst those engaged on the specialist youth provision. This includes adversities, low social supports, known mental health issues, high tolerance of criminal activity and self-reported intent to engage in violent behaviours.

As the evidence review illustrated, psychological trauma in childhood has serious consequences for its victims and for society. Decades of research have demonstrated the

association between exposure to trauma and traumatic responses (which can include increased aggression and violence) (see Widom, 1989, Walsh, 2019). Childhood trauma in the context of the targeted youth provision is defined according to the Diagnostic and Statistical Manual of Mental Disorders IV and V (DM IV & V) as exposure to actual or threatened death, serious injury, or sexual violence. This includes experiences of direct trauma exposure, witnessing trauma or learning about trauma that happened to a close friend or relative. In young people, motor vehicle accidents, bullying, terrorism, exposure to war, child maltreatment (physical, sexual, and emotional abuse; neglect) and exposure to domestic and community violence are common types of childhood traumas that result in psychological distress and a range of negative behavioural outcomes. Childhood traumas, particularly those that are interpersonal, intentional, and chronic are associated with greater rates of depression anxiety, antisocial behaviours and greater risk for alcohol and substance use disorders. As potential mediators and moderators of criminal activity, public disorder, violence and other risking taking behaviour, it was important to capture difficult life events that young people in these programmes experienced. Table 6 provides a summary overview of the different type of exposure experienced by these groups.

Table 6: Life events

Life event	%
Hit, kicked or punched hard at home	28
Seen a family member being hit, punched or kicked at home	17
Been beaten up, shot or badly hurt	47
Seen someone in real life beaten up, shot or badly hurt	47
Seen a dead body in real life	40
Heard about the violent death or serious injury of a loved one	33
Had a painful and scary medical treatment	33

Young people did not appear to experience only one type of difficult life event. In fact, on average each young person was exposed to 2.2 with the maximum number of difficult life events being 8. Unsurprisingly, over one-third of the sample at baseline (36%) met the threshold for probable depression and close to one-third (31%) met the threshold for

probable anxiety. This rate increased significantly for young people who reported direct exposure to community-based violence (55%) and even indirect exposure to community-based violence (40%).

Perceptions of and exposure to paramilitaries

The majority of young people reported that paramilitaries were active in their community. In fact, close to two-thirds of the young people at baseline reported that paramilitaries were either 'active' or 'very active' (see fig. 15). Interestingly, a minority (13%) of young people reported that such groups were 'not very' active in their areas.

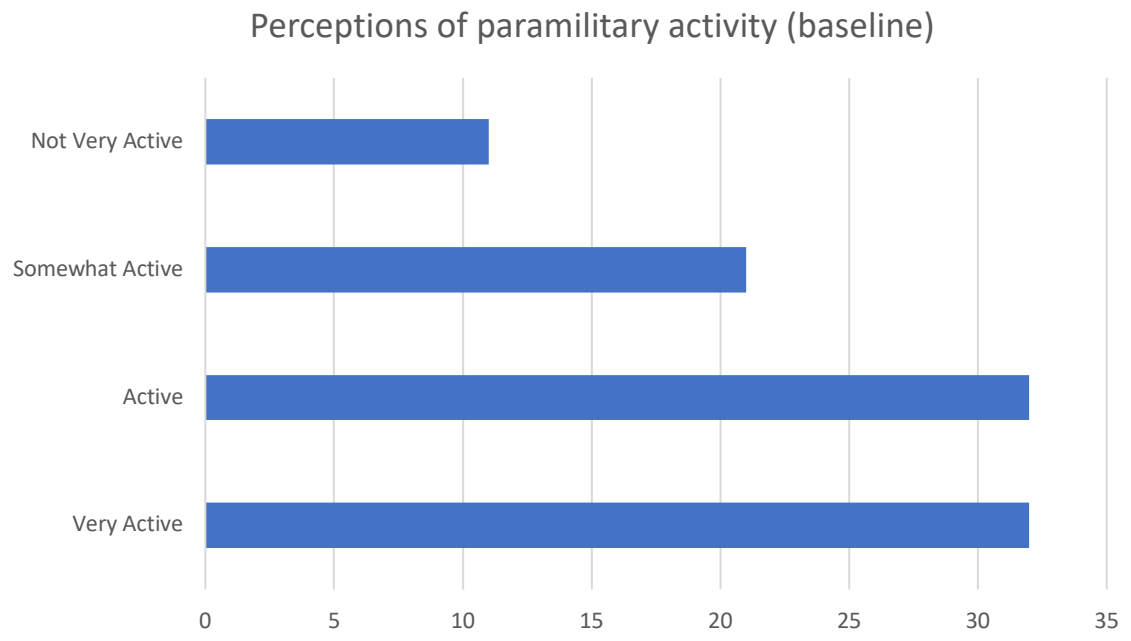

Figure 16: Perceptions of paramilitary activity

The majority (82%) of the young people who completed a baseline survey also reported having been threatened by paramilitary groups previously and 37% reported having had experience of being attacked by those they believed to be involved in paramilitary gangs. These self-report figures appear to be significantly higher than the data collected locally by youth teams. Fig 16 below illustrates the numbers of young people who were known to the local units to have had confirmed or unconfirmed threats made against them by those perceived to be attached to paramilitaries.

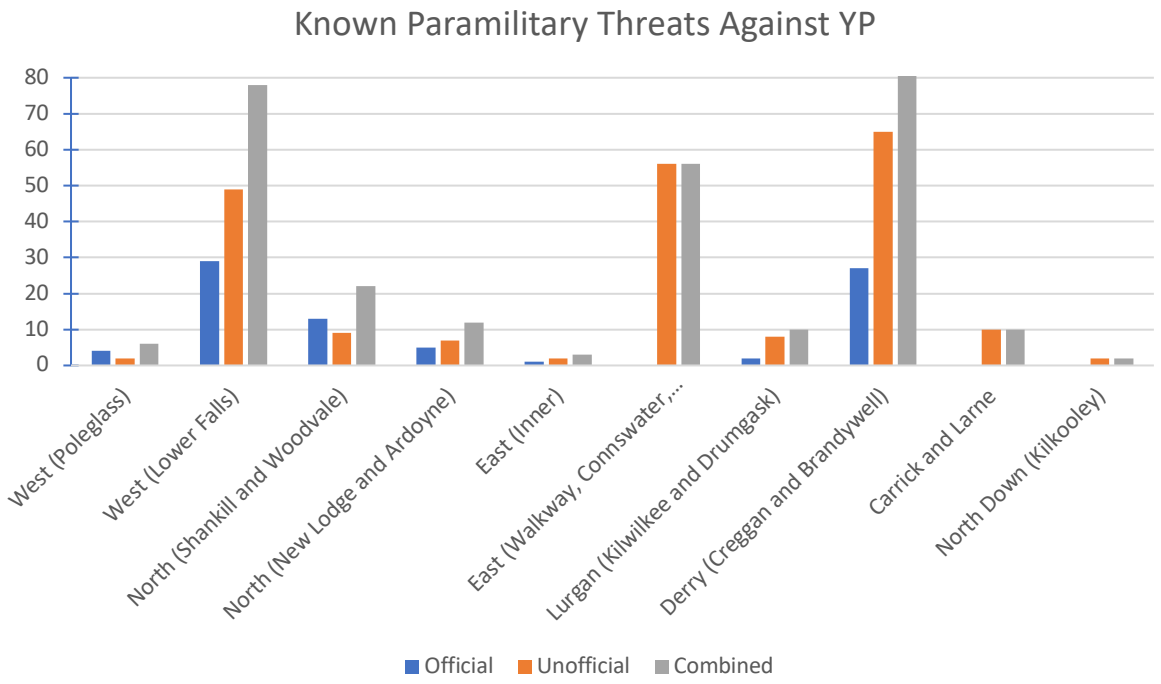

Figure 17: Known paramilitary threats

In total, there were **291 individual threats made against children and young people** who were actively engaged on the START programme. These threats were made during their engagement indicating active paramilitary coercion and intimidation. The highest proportion of threats were against young people living in Derry and Belfast (see fig. 17), however, these figures are likely to underrepresent the full figure given that historical threats are not captured here and other young people, unknown to START could themselves be under threat during this period.

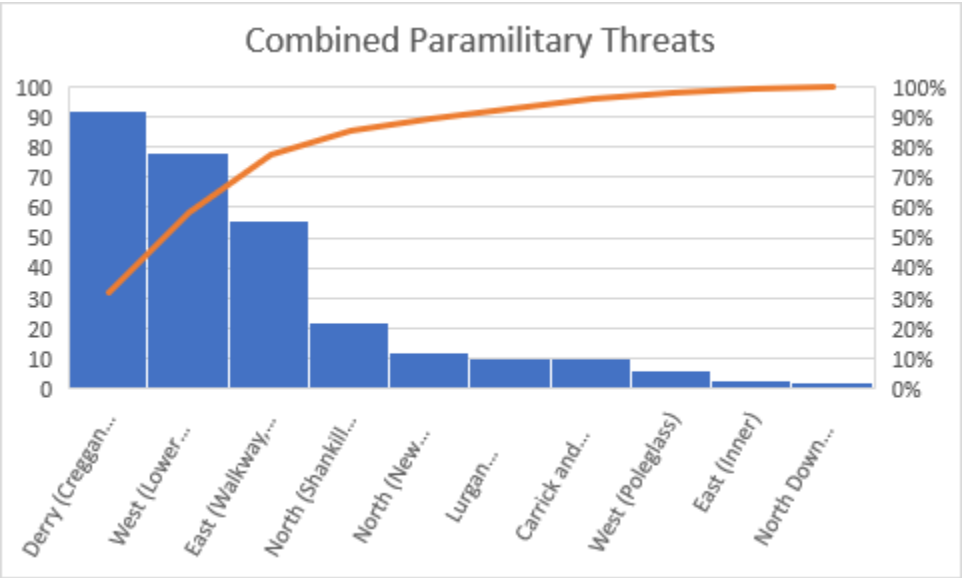

Figure 18: Combined paramilitary threats

Both of these previous figures are useful illustrations and suggest that the specialist youth interventions are reaching the target population of interest. Case example 2 illustrates some of the targeted delivery that was implemented in one site

Case example 2: Support for young people at risk of paramilitary exploitation

Context:

A young man in one of the START areas was referred to the programme through the support hub. The young man was 17 at the time of referral. He was referred due to significant concerns for his welfare and potential for further offending.

Background:

Although the young man denied previous trauma history, it became clear that there was a catalogue of significant, and potentially stressful events. From what was already known, the young man had been excluded from two separate schools. He did not see this as traumatic. He had experienced parental separation and from around the age of 12. He did not recognise this was significant. He then began to consume drugs but did not believe that this was a way of coping. Over a relatively short period, the young man's behaviour escalated but made no connection to these earlier experiences. At the same time, he was increasingly the victim of peer violence and did not think these attacks had any meaningful impact. Consumption of drugs turned to selling. Antisocial behaviours turned to offending. Paramilitaries took a particular interest in him and before long, he was receiving threats. Concerned for his safety, the young man spent time out of the community where the problems became elevated. He was engaged in more serious and more frequent offending. When he returned to the community, he believed that his life was still in danger. He turned to a rival group for protection and was welcomed with open arms. With access to a bible and gun, the young man completed the ritual and consolidated his membership. The oath made him a member. During these formative years, he assumed an identity. An identity that normalised pain and normalised violent responses to pain. At the time he was referred, he was experienced low mood, had a lack of hope for the future and frequently, experienced suicidal ideation, but could not articulate why.

Responses:

A multi agency response through the support hub recognised the serious risk to the young man. Previous trauma had not been recognised, nor addressed. Offending behaviours had been dealt with via the courts but ignored the wider, systemic factors driving this offending. Together with other key agencies, his START worker began a process of ensuring his safety, setting personal goals that were achievable, instilling

hope, creating safe spaces for critical and challenging conversations to take place and supported him to take practical steps to reduce risks of further involvement with the paramilitaries.

Outcomes to date:

Whilst work being delivered by partners is ongoing and likely to be long term, the young man had found safe ways to reduce contact with paramilitaries. The harm reduction approach to his substance use has resulted in significantly reduced consumption of drugs. He is receiving practical support for housing and has begun to apply some pro-social strategies to cope when he finds things overwhelming.

Attitudes towards police

Another indicator that the providers were engaging the right young people was in regard to attitudes towards policing. Table 7 is a summary of responses from young people at baseline around their perceptions of police. Taking a measure around perceptions of policing, young people were asked if police are respectful towards people like them. The responses are evidence that issues of legitimacy continue to effect some communities and the evidence points to increased police-youth conflict where legitimacy is lower. Understanding areas where this is more important could help refine responses

Table 7: Attitudes towards policing

	Yes	No
East Belfast	0.0%	100.0%
Lower Falls and Twinbrook	11.8%	88.2%
Kilwilkee and Craigavon	50.0%	50.0%
Carrick and Larne	100.0%	0.0%
Creggan and Brandywell	25.0%	75.0%

New Lodge and Ardoyne	33.3%	66.7%
Kilkooley, Clandeboye and Conlig	25.0%	75.0%
Other	60.0%	40.0%
Bogside	0%	100%

Correlational analysis illustrated no statistically significant relationship between age and score on the attitude toward policing measure. This is interesting as it demonstrates that although the age of participants ranged between 13 and 25, attitudes did not improve for these young people the older they were. Neither was there any significant difference in the response to two specific questions within the scale (1. Police officers are respectful towards me; 2. Police officers are prejudiced towards my community) the older that respondents were. Again, this suggests that regardless of age (and with that the assumption of wider social networks and maturity), young people's views about the police were consistent.

The relationship between difficult life events and attitudes towards policing was also investigated using the same data, however there was no statistically significant correlation. This suggests that attitudes towards police are more heavily influenced by family and community norms as well as by personal experience. This was partially investigated with reference to the social support scale-a self-report measure of how much support young people feel they have access to at home and in the community. It appears that those with the lowest perceived social support were more likely to score lower on the attitudes towards police scale than those who perceived themselves to have moderate or strong supports (see figure 18.

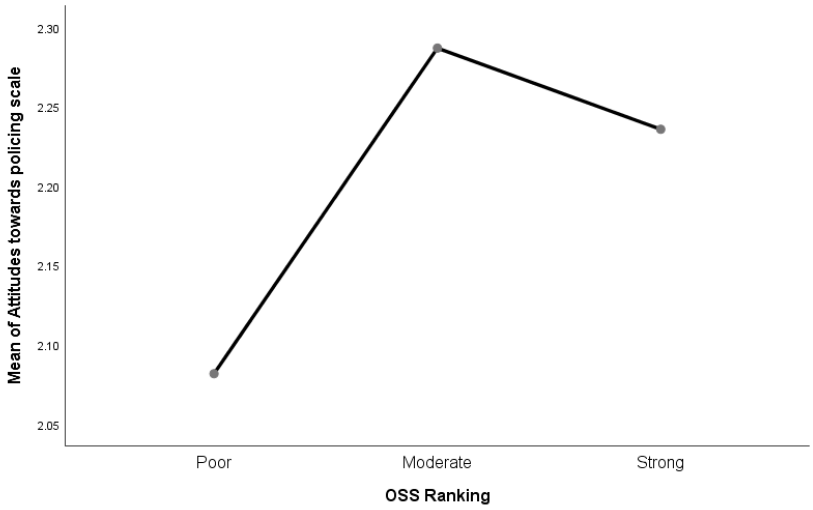

Figure 19: Support and Police attitudes

This speaks to one of the most important aspects of youth provision-enabling the potential of young people through helpful and supportive relationships. There is great potential through the targeted youth delivery projects therefore to support those most in need of positive social supports and pro-social behaviours. This framework will add value to the practice that is already taking place by helping those at service/project level, as well as those at the wider programme level to identify those most in need and tailor supports to their needs.

An important desired outcome during Phase I of TPP was to capture progress regarding *'lawfulness'*. It is clear from the range of evaluations that this concept proved difficult to understand, operationalise and measure. In terms of measurement at least, some progress was made with the refined data collection framework. Using a validated measure, each individual would have a *'lawfulness'* scale both at baseline and at end-point. This captures individuals' attitudes towards anti-social and criminal behaviours and the likelihood that they would engage in such activities. The scale scores range between 1 and 4 with 1 being unlikely to engage in any of the specified antisocial or offending behaviours and 4 being very likely to engage in all. At the point of reporting, the average young person scored 1.9 and this ranged between 1 (the minimum score) and 3.5 (close to maximum score). Endpoint data will provide evidence of any statistically significant change in the self-reported scores on this measure (either upward or downward). It will be useful to also examine more closely those who are reporting that they are unlikely to engage in these types of behaviours and understand if they are the most appropriate target group for these projects or if there are other factors that place them at risk of criminal exploitation, violence and/or intimidation without drawing them into antisocial or offending behaviours.

Whilst there is widespread acceptance of the concept known as the 'age-crime-curve' (see Moffitt for example), analysis of age and attitudes towards offending did not appear to differ between younger adolescents and young adults. This is an interesting observation and although the respondents were not reporting crime per-se, the scale captures their general attitudes towards crime and intention to commit several specific crimes (including violence).

Correlational analysis illustrated a moderate but strong relationship between the number of adverse life events individuals experienced and their lawfulness score. That is, there appears to be evidence of a relationship between the two. This aligns with wider evidence around the impact of trauma on behavioural outcomes and whilst these are unlikely to be the cause, responding to the trauma of these young people could potentially enhance these outcomes. Interestingly, when follow up partial correlation was implemented to control for time on the project, it appeared that the observed relationship between the two are not

influenced by time on the project. This finding will be monitored during phase II and could point to several important practical areas of practice. Firstly, it could mean that there are diminishing returns. That is, longer time on the project will not lead to more positive outcomes in the area of lawfulness and therefore *'optimal timing'* should be considered. It might also mean that some young people are either not receiving the most appropriate support within the project to address adversity or that additional and more therapeutically specialised support is required.

As further data is collected, these observations can be refined, and as they are refined, more sophisticated suggestions for practice can emerge.

Interestingly, those who self-reported having been threatened by someone perceived to be from a paramilitary organisation were significantly more likely to report issues with police (92%). The potential implication of this is that young people who are at increased risk of violence and coercion and are also the same young people who are in greatest need of support from lawful and legitimate statutory services, are least likely to feel that they are accessible to them. Of course, this is part of the challenge for targeted youth providers and it would be hoped that at endpoint, young people's perceptions of the police service improve.

Case example 3: Fostering confidence in policing

Context:

A group of friends-all young men were increasingly coming to the attention of police and paramilitaries in their local area. Calls were being made to PSNI on average 8 times per day. These calls related to some low level ASB but also potentially criminal behaviours. There was concern that the group were putting themselves and others at risk in the area.

Background:

The group all had similar issues. They lived in an area of high deprivation. This was more than a figure or ranking in a table. When worker's called to some of the houses, their needs were very obvious and very visual. Some could not afford heating. Others were not always able to provide food. This was illustrated when members of the group attended the youth club hungry. In addition to practical needs such as food and heating, members of the group were known to have experienced a range of potentially traumatic events. They didn't talk about it, but it was known.

As their behaviours became more problematic and social networks widened, some of the young men began to take drugs. As they consumed before they were able to pay, debts began to accumulate. In order to pay off these debts, several of the young men were threatened to steal. With the threat of violence against them, the perpetration of violence against others became routine. Even when they found themselves in trouble, threatened with violence and exploited to pay a drug debt, these young men felt unable to access lawful agencies to protect them. The relationship with the police was strained and were frequently engaged in aggression towards police who were in the area.

Responses:

Partnership between youth services and the police were critical to positively engaging this group of young men. In particular, the investment made between key personnel were attributed to a highly successful period characterised by productive communication and the ability for police to safely participate in activities within the centre. When crises emerged, the communication between youth work staff and police on the ground appeared to effectively balance the need for public safety and reasonable responses.

As the partnership evolved, the group of young people began to talk to the community police team. Moving beyond the bravado, the young men were engaged in challenging conversations and the process was important, not just for the young people but for the police who began to get insights into the lives and experiences of these young people.

The relationship was most obvious when a man was shot in the local area. Youth work teams complemented the actions of police as several large secondary schools closed for the day. Police maintained public safety whilst youth workers advised them on community nuances and supported young people away from the area.

The impact of partnership working and effectively engaging the police paid dividends. Calls to the PSNI about this specific group decreased from 8 times per day to 2-3 per week.

Lessons were also learned. Where personnel change and when communication was not effective, situations escalated quickly. This was largely attributed to a lack of consistent protocol between agencies, where gaps could emerge and within those gaps, actions had unintended consequences. Phase I demonstrated the potential of partnership in addressing some of our most enduring problems. By taking risks and establishing meaningful (and respectful) professional relationships, the legitimacy of policing could be enhanced

The evolution of and future directions for targeted youth provision, within Phase II of TPP

Phase I of the TPP has evolved considerably (see fig 19) over the previous three years. The first phase has provided opportunities for innovations to be tested, refined and gaps to be acknowledged. It has also created spaces for partnerships to be fostered.

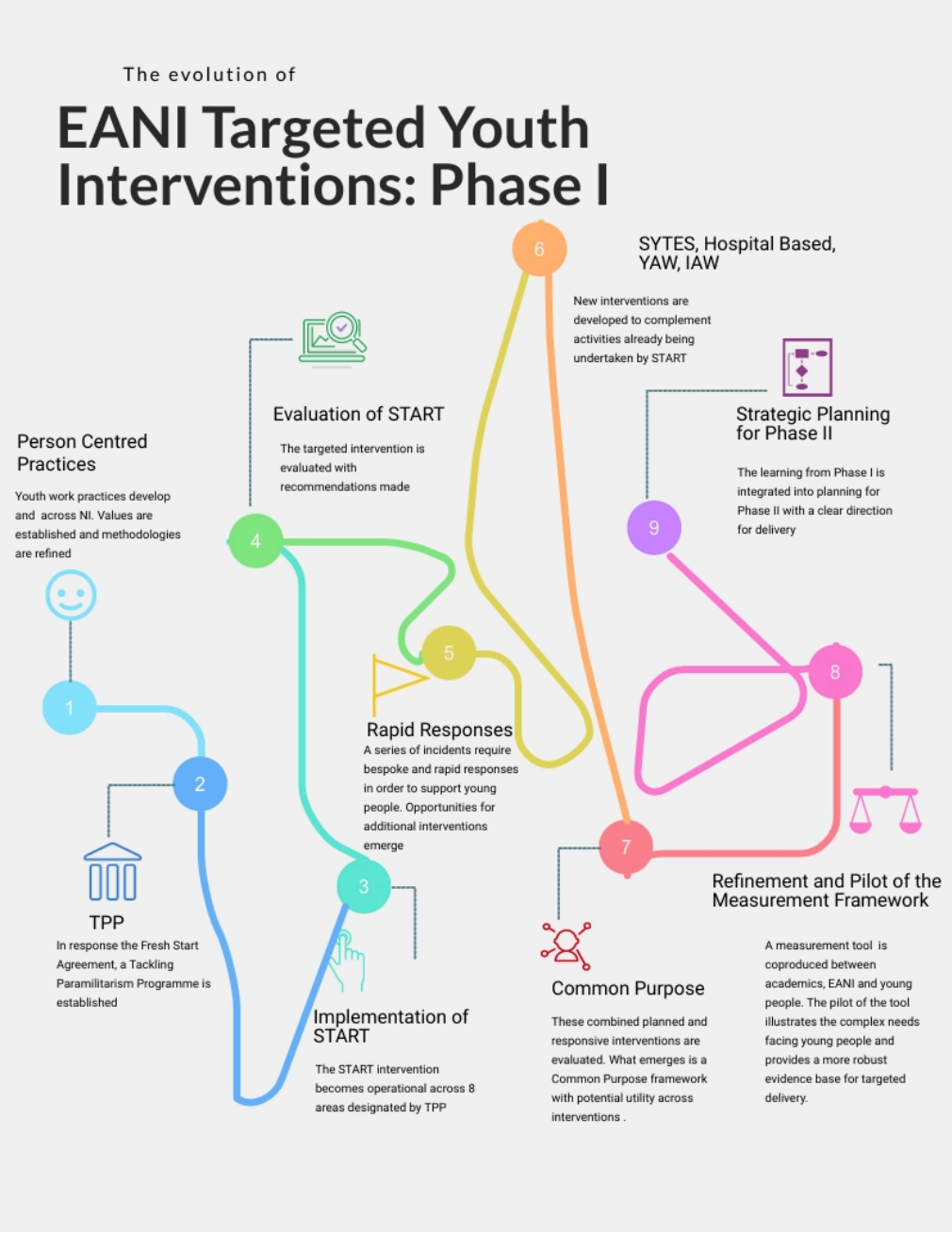

Figure 20: The evolution of targeted youth interventions

There have been a number of reviews undertaken during this time, each with their own aims and objective and each examining different evidence Together, these reviews of evidence

and project evaluations have contributed to a greater understanding of the complexity of issues facing young people and their communities, the difficulties they navigate and the potential that paramilitary groups continue to have on exploiting vulnerabilities. These evaluations have also reflected on the work that has taken place in response to these complexities and illustrated opportunities for development during Phase II of the TPP. Table 8 summaries these recommendations for targeted interventions moving forward.

Implementation framework

This work is complex. The needs of the target population are challenging and multifaceted. The desired outcomes are ambitious, and the partnerships required to deliver them effectively are difficult to develop in the short term and sustain over the longer term. Scaling up and implementation of the common purpose framework will provide a methodological and evidence informed basis on which to continue this work. The framework has significant utility to enhance and add value to delivery and the partnerships that underpin them. Through scaling up of the common purpose framework, the issues below can be more methodically addressed. **It is recommended that all targeted interventions employ the Common Purpose framework** during phase II as they consider the needs in their local areas, how partners contribute to the response and review evidence to consider what approaches could be most effective.

Data collection

At a more intervention level, relevant data is required. Whilst a scoping review undertaken by Erwin and Thompson (2018) found that whilst monitoring within the START programme prevented some organisations from engaging with this intervention, the same report also suggested that the issue may have been less to do with monitoring and evaluation as it was to the lack of clarity around expectations.

The aggregate data to date has demonstrated that in order to understand complexity (in terms of need and delivery) data collection should be reviewed.

Where possible, data collection design should be co-produced with communities and with young people. Consultations should take place regarding data collection frameworks and any pilot phase should explicitly collect the views of young people and those who will administer the systems.

Once agreed, expectations should be clearly understood and commitments made. Data should be relevant to young people, to the workers, to EANI and to the wider TPP. Campbell et al (2020) in their final evaluation recommended that efforts were made to capture insights from a variety of perspectives and through the application of various methods. There were few details on what these measurement tools or indicators might be although there is a recognition that to be effective, outcome data should be of use at all levels. All stakeholders need to understand the rationale for the data collection and communicating the results is essential to provide individual feedback, feedback at local level and higher-level data presented in a meaningful way at a strategic level.

Developed in July 2020, a coproduced measurement tool was piloted. The tool is a combination of smaller validated subscales, each of which was chosen due to their relevance to the TPP interventions. Data is captured across a number of domains.

1. Demographics
2. Adversity
3. Mental health and wellbeing
4. Social supports
5. Paramilitary influence
6. Lawfulness
7. Attitudes towards the police

The self-completed tools take 8-10 minutes to complete and is undertaken by each individual at the beginning of support (baseline) and at before they leave or move on (end-point). Early indications are that this measure has significant utility, increasing the sophistication around understanding 1. The needs of the target population 2. Informing delivery through the feedback loop and 3. Measuring impact between baseline and endpoint.

Previous reports have documented youth outreach worker's perspective on this specialist and intensive area of work. Dealing with complexity requires a resource intensive framework. However, in order to better understand where those resources are required and in what ways they should be deployed, a more sophisticated data loop is recommended. This data loop has already been developed and is being implemented in some areas of targeted provision. In order to maximise utility, it requires all specialist youth workers to engage with this system in order to get the most out of it.

It is recommended that this data collection system is consolidated and mainstreamed across targeted interventions, both existing and emerging. It is also recommended that all practitioners working on these targeted interventions are required to use the system.

The development of intervention protocols

Across several reviews (Walsh, 2019; Campbell et al, 2020), it was clear that decisions around referral into interventions and exit from them were ambiguous. There appears to be no consistent or standardised way that individual units deal with these issues.

EANI are in the privileged position to have access to a range of high-quality services both within the organisation but also through community and voluntary organisation leading practice in their own communities.

A review of potential pathways across EANI services was reviewed and is illustrated in fig. 20. This potential now needs operationalised and consideration given to how similar pathways can be developed in the community and voluntary sector. One of the ways that this could be operationalised could be through **the development of a protocol for targeted youth interventions**. This would provide a clear overview of each intervention, its distinctiveness from others and standardised ways for more fluidity between services. This also speaks to the findings of Campbell et al (2018; 2020) who found that youth workers reported a desire for standardisation of the targeted youth intervention process.

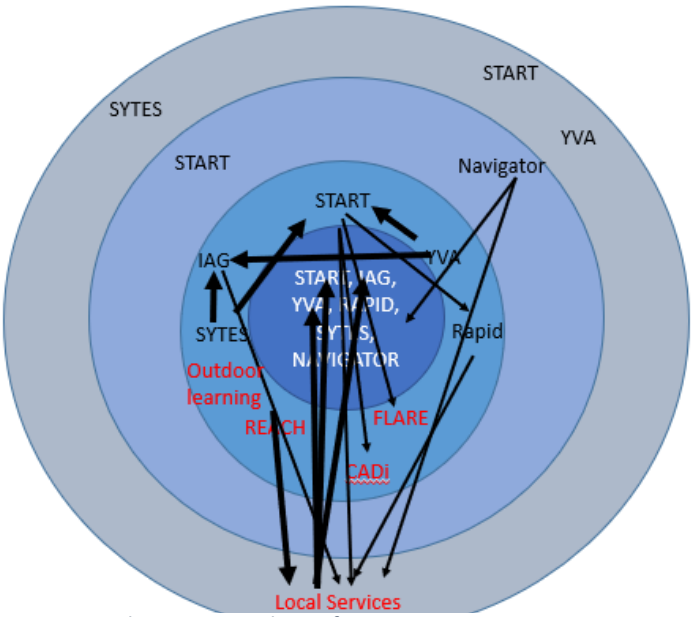

Figure 21: Pathways into and out of services

It will be important for the leadership team to integrate into the interventions an approach to referral, review and exit, as well as support for individual units to support transition out of specialist interventions and into more universal supports. Part of this process can be facilitated by the development of goal-oriented practices across the unit.

Commissioning of unit and recruitment of practitioners

The previous three years have established that this work is specialised. It is often challenging, and it requires a pre-requisite level of expertise, training and motivation. It also requires people to work in partnership.

It is recommended that moving into phase II, EANI embed these reflections into who will deliver on the targeted intervention moving forward. Whilst it is recommended that the projects are delivered within local communities, greater focus should be paid to the organisation and individuals who will be responsible for delivery.

At an individual level, practitioners should be professionally qualified in community youth work and have some post-professional experience. They should understand the issues affecting their communities. They and their organisation should demonstrate motivation and experience of working in partnership including with PSNI. Ongoing learning is central to responding to transient and challenging needs of the target population. As such, candidates must be able to demonstrate a commitment to continual professional development and illustrate with examples how they have integrated learning into practice. Whilst youth services are often practice oriented, there is a requirement for practice to be evidence informed. With enhanced data systems and more effective data loops, it is recommended that candidates in phase II commit to the appropriate completion of monitoring and evaluation data and that this is completed to a high standard, the definition of which will be defined by EANI.

Continued investment in capacity building and the formalisation of a learning communities

Significant investment was placed on the provision of training for specialist youth service providers over the previous three years.

An example of this includes the circle of courage and the Queens Specialist youth providers' course.

There was a recognition across the evaluative exercises that partnership is critical to progress. Criminality, the legacy of conflict and exploitation are *'wicked problems'*. These require a long-term vision and Phase II present opportunities. In addition to capacity building for specialist youth providers, consideration could be given to how partners formalise shared

learning opportunities. There is significant potential for youth services, police services, social services and formal educational services to engage in thematic sessions on a quarterly or biannual basis. There are existing examples for this and EANI could explore what might work in this context further.

Goal oriented practices

Previous reports (Walsh, 2019b, Campbell et al, 2020) reported that a challenge during phase II would be to embed exit strategies into plans made with young people. Internationally, effective goal setting has been the cornerstone of the most successful journeys. Whilst workers consistently anchor their work to the primacy of the relationship, this must be balanced with the empowerment and enabling young people to take their own decisions, apply their own skills and engage in alternative provision must be part of this journey. It is recommended that EANI explore how all of its targeted youth provision can embed a goal-oriented process that is regularly reviewed and objectively measured with optimum discharge/signposting agreed with the young person at the beginning of their journey.

Thematically focused interventions

It is well established that young men are at greater risk of perpetrating violence as well as being the victim of violence. The experience of EANI over the previous three years have reinforced this and the needs of young men have become clearer. The wider programme of interventions should build on this learning and maintain its focus on improving outcomes for those at risk of criminality and criminal exploitation. Gender conscious practices could be consolidated to include the development of young men's specific work that build on practice and research that supports that practice.

Table 8: Recommendations

Domain	Theme	Action	Recommendation
Intra Intervention issues	**Systems and measurement**	Common Purpose Framework	1. The Common Purpose that evolved during 2019 has the potential to help frame actions across all targeted intervention sites. It is recommended that the framework is mainstreamed at the outset of Phase II as a means of helping units define the problems in their local areas, identify the most effective responses and establish how best to work in partnership with all key stakeholders.

		Data	2. It is recommended that the pre-post design developed at the end of Phase I is mainstreamed into all targeted interventions during Phase II with all units required to use the data collection tool. It is also recommended that university relationships are consolidated in order to analyse and report on this data throughout phase II
		Protocol	3. Pathways into and out of interventions require clarification. It is recommended that prior to phase II, a protocol for each intervention is developed to provide clarity for specialist youth workers.
	Capacity	Commissioning	4. It is recommended that EANI develop clear expectations for organisations that wish to bid for the delivery of Phase II and that prior to approval, demonstrate that they meet these prerequisite conditions.
		Recruitment	5. It is recommended that EANI clearly outline expectations of specialist youth workers and prerequisites (values, motivation, experience, qualifications, proximity to the community) are demonstrated during the recruitment process.
		Training	6. It is recommended that capacity building exercises continue and consideration is given as to how the training process can becomes standardised with a clear calendar of events linked to the needs of young people and communities that work is being delivered in. 7. It is recommended that EANI continue to engage with QUB and finalise plans for the facilitation of a specialist youth studies course at PG level.
	Practices	Outreach	8. There is an expectation that across secondary and tertiary interventions, outreach is initially required to engage the target group or individuals. There is evidence that during phase I, outreach approaches were not fully employed in some target areas. During phase II, it is recommended that outreach is mainstreamed as a means to achieve initial engagement.
		Mentoring	9. Mode of delivery varies considerably across sites, with most areas more heavily engaged in group work approaches. Consideration could be given as to how individually oriented approaches could complement or indeed be more effective for interventions that target young people at greater risk of criminal exploitation and violence. It is recommended

			that plans for the development of mentoring approaches are finalised and embedded into the delivery framework for Phase II.
		Family support	10. Evidence suggests that risks are best addressed systemically and that by increasing protective factors across systems, outcomes for young people can be enhanced. This review found that youth services could add value in the area of family support. It is recommended that during Phase II consideration is given to the role of youth services in supporting families and a strategy is developed around how youth services can complement family work currently being offered through HSCB (e.g. family hubs).
		Hospital based 'in-reach' interventions	11. Evidence suggests that victims are at increased risk of perpetrating violence and that by supporting them during periods of greatest risks can be mitigated against. Hospital based interventions show promise. A hospital based in-reach intervention has been planned for implementation in two health Trusts but have been delayed due to the challenges experienced within hospitals with Covid-19. It is recommended that efforts are progressed to implement these pilots prior to Phase II with learning integrated into the next phase of delivery.
		Goal-oriented	12. It is recommended that each young person engaged in long term targeted interventions coproduce a set of shorter and longer term goals with their specialist youth worker. This process should be embedded at the beginning of phase II and will provide units with evidence of progress as well as exit points.
		Thematically focussed approaches	13. There are a number of themes that are commonly associated with elevated rates of violent and criminal behaviour whilst also increasing vulnerabilities for exploitation. These include: • Being male • Exposure to trauma It is recommended that greater emphasis be placed on major thematic issues such as these and gender conscious and trauma responsive practices are embedded into Phase II
Inter Intervention issues	Partnership	Collaboration between TPP and wider EANI	14. It is recommended that EANI consider how targeted intervention connect to more universal services and by developing a 'stepped responses protocol' consider how

			best to operationalise pathways into and out of specific interventions.
		Collaboration with PSNI	15. There are several examples of effective partnership and in the context of paramilitary exploitation, violence and public disorder, partnership with the police is critical. It is recommended that all those responsible for the delivery at local and regional levels are committed to and practically engage with partners in PSNI
	Capacity	Practice supervision	16. Despite an expectation that specialist youth workers would receive effective practice supervision, there is evidence that experiences are highly variable. Part of the reason for this may be capacity within units to provide this supervision. It is recommended that in particular areas, external practice supervision is facilitated that promotes opportunities to critically reflect on practice.
		Shared learning	17. An effective approach to consolidating partnership may be engaging in shared learning environments. There is potential for partners engaged in targeted interventions to jointly participate in thematically focussed training. It is recommended that consideration be given as to how such learning communities can be fostered and facilitated on a quarterly basis.
		Specialist youth studies	18. There is evidence that the complex issue facing specialist youth providers requires specialist training beyond professional accreditation. It is recommended that EANI continue to engage with QUB around the facilitation of bespoke, accredited post graduate training for specialist youth workers.
		Wider TPP	19. There are number of relevant programmes being supported through TPP. It is recommended that EANI engage in a process that seeks to understand complementarity between these, consider where synergies may exists and how value can be added.
	Systems and Measurement	DOJ outcomes	20. It is recommended that EANI engage with DOJ to review the outcomes established prior to Phase I and consider how outcomes could be refined and defined in alternative, more specific and measurable ways prior to Phase II.

In conclusion, Phase I of the TPP has provided EANI and partners with the basis for methodically understanding how best to respond to very complex issues that continue to affect children and young people in communities across Northern Ireland.

This evaluation of evaluations or *'meta-evaluation'* has provided significant evidence for the complexities that young people experience and the complex work that practitioners are engaged in to support them. Only by engaging with this complexity can the responses to young people's needs be better aligned to evidence and only by generating evidence can responses evolve.

Phase I of this programme has established critical baselines.

1. The needs of children and young people have become more objectively grounded in evidence
2. A robust evaluation framework has been established that will greatly enhance the sophistication of objective project level data
3. EANI have established a direction of travel for targeted youth interventions
4. Staff have been supported to engage with complexity and whilst this process is ongoing, capacity has no doubt been increased
5. Key partnerships have been consolidated in some areas with a framework to guide partnership work in other areas. The Common Purpose framework has significant potential to be applied more widely.
6. The strengths of the approaches are clearer
7. Gaps in provision have been illustrated and are being targeted for delivery during phase II.

Building upon these baselines, there is significant potential for EANI targeted youth services, together with partners at strategic and operational levels to increase understanding of the needs of young people and what works best to support communities which continue the transition towards peace during phase II.

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Appendices

Appendix I: Common Purpose Process

One of the most significant outcomes of the university-youth service partnership to date has been the refined of a measurement framework. The framework itself is captured in annex 1. Coined as 'Common Purpose', the aim of the framework is to gain alignment on complex issues across systems and develop an evidence informed response to those complex issues. This was piloted during 2019

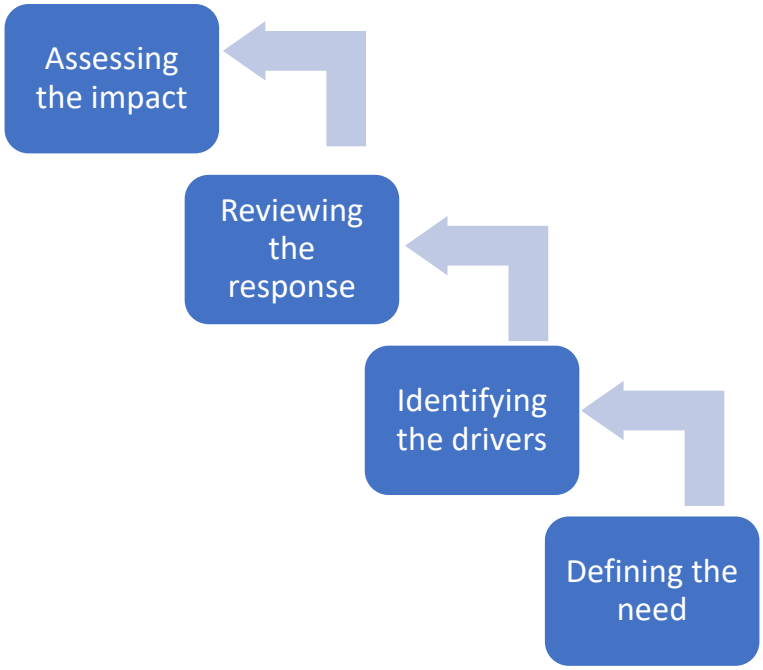
Challenges were noted across a number of evaluative work that has been commissioned by or resourced through EANI over the previous three years.

One of these most notable challenges has been the partnership with other professionals such as police, schools and social workers. In particular, some START sites reported resistance towards engaging with the police or difficulties within the partnership. Where partnerships were perceived as more successful, Campbell et al (2020) found that relationships were central to this. However, they did not have the opportunity to fully elaborate on how relationships developed in the context of targeted youth delivery nor provide guidance on how successful relationships could be built. In a focused reflective review, a framework did emerge as potential useful in this space.

A framework that emerged out of a innovative piece of targeted delivery work was called Common Purpose. The framework is described below not merely for as a illustrative case example but because of the potential utility across a range of targeted interventions. The benefit of the framework is that it reduces complexity to well defined, measurable and action-oriented processes that can be implemented by a number of partners with diverse (and sometimes competing) operational priorities.

During 2018, there was increasing evidence of the criminal exploitation of young people by paramilitary groups in the city of Derry. This prompted a strategic review of coordinated youth services as violence increased exponentially during the Summer of 2018. Violence continued in the city and even escalated into 2019, culminating in the death of journalist Lyra McKee in April 2019. The necessity for a targeted, earlier intervention, community-based approach was reinforced. Of particular importance was the need for diverse groups, to gain alignment on complex issues. This included the Education Authority with responsibility for the delivery of youth services, the Police Service with responsibility for maintaining public order and community organisations with a vested interest in the functioning of their local areas. As public disorder, community violence and youth criminal exploitation remain locally problematic These ongoing challenges are complex and highly nuanced and as a result, a framework for understanding and developing sophisticated solutions was required.

This became known as 'common purpose' which was intended to be an integrated framework for understanding complex problems and agreeing sophisticated responses. The aim of the framework is to provide a structured and methodical process for achieving alignment around complex and often sensitive topics. The framework is implemented through four distinct but interconnected steps (See fig. x)



Step 1: Alignment on the need

Step one of the process requires significant time understanding the context in which participants live and work and the range of issues that they experience (Pawson and Tiley, 1997). Through a facilitated, intensive reflective review and guided by open ended questions, participants are asked to jointly identify the focal problem-the priority area that is in essence, the root of many other problems. These guiding questions are illustrated in table x and enable participants to reflect on the evidence of need and the rationale for undertaking (or intention to) specific work. In this context, the most significant concern was reduced to increasing public awareness of community tensions and the escalation in violence within Derry. A second but related part of the first step was to understand if any evidence existed that supported the problem defined by the participants and an assessment of the strength of evidence. If insufficient evidence had of existed, this may have required participants to actively engage in targeted data collection.

Domain	Step	Questions	Evidence
			RR=reflective review **RCD-routinely collected data** **AD=administrative data** **MR=monitoring reports** **LR=Literature review**
Context	1	What are we doing and why are we doing it?	RR RCD +AD
	1	Where is the evidence of need? What does it say?	RR+AD +MR
	1	What is the problem?	RR
	2	What is driving and sustaining the problem across multiple systems?	RR
	2		

	2	What are the most proximal drivers sustaining the problem?	RR + RCD + AD +MR
	2	What outcomes are we trying to achieve? Are these feasible? Measurable?	
Activity	3	What activities have been implemented?	RR + RCD +MR RR
	3	Which (if any) are directly linked to the problem?	LR
	3	What does evidence say about their effectiveness in addressing the defined problem?	
Implementation	3	How are these implemented and by whom?	RR + MR RR + RCD + AD
	3	What are the roles and responsibilities within and between organisations?	RR +MR
	3	What systems are in place to monitor progress?	RR
	3	How is data shared?	
Impact	4	Which data links to the problem or desired outcomes?	RR
	4	How reliable are they?	RR + LR
	4	What do they show?	RR
	4	What are the gaps?	RR

As a result of gaining alignment between different participants on the problem, they were also able to agree their purpose and overarching goal. The common purpose that brought each of them, with various background, professional roles and personal experiences together was a desire to ensure a safe city and the positive wellbeing of youth living in the city. This was particularly relevant during the period that the process was undertaken. In order work towards this common purpose, it was agreed that the exploitation of children and young people by paramilitary and organised criminal had to end.

Step 2: Alignment on what is driving and sustaining that need

Step two requires the facilitation of reflection around the nature of the problem. This requires participants to critically examine the problem and factors that are most strongly contributing to it. The aim for here is to objectively review a complex issue to gain alignment on the central difficulty

whilst at the same time orienting participants towards what is possible to address through any subsequent intervention/s.

Stakeholders are asked to consider the problem across four ecological systems-the individual, the family, the society and the services (Bronfenbrenner, 1979; Cirone, Bendix & An, 2020). This not only provides clarity around the web of reciprocal influences, but highlights areas ripe for interruption.

Drawing on evidence based approaches applied elsewhere (see for example Henggeler et al., 1997; 2009), the participants in Derry situated their well-defined problem at the centre of an ecological matrix with the aim of understanding what was driving and sustaining that specific problem from a systemic perspective.

Without a clear and coherent pathway linking action to impact, interventions can become confused and incoherent attempting to address many related, but also diverse contributory factors. Some are more powerful and proximal to the problem than others. Further, it may not be feasible to address others. Rather than waste energy and resources on those that are unlikely to have any meaningful impact, participants were asked to reflect on consider what the most powerful and proximal drivers were. As logic dictates, by eliminating the most significant drivers of a problem, the problem itself it highly likely to be reduced or eliminated.

Participants reduced the possible number of drivers to a limited number across four domains (Individual, family, community and service) until priority areas emerged. From this review, a more focussed set of priorities emerged that (based on the data) was directly connected to the problem as it was defined.

Step 3: Reviewing the response

Step three requires participants to examine the activities that are implemented, how these relate to the problem and link to the evidence base. During this review, a range of evidence was presented to enable participants to critically examine the nature of activity. Monitoring reports were accessed, and case studies were used as illustrate examples for work being undertaken. It was evident that there were a number of innovations developed and implemented by the partners and wider community in response to escalating violence. Indeed, there was a catalogue of interventions that differed in terms of approach, target population and desired outcomes. These activities were described across three domains: (1) routinely implemented, (2) responsive to fluid dynamics and (3) targeted, broadly aligned to the public health approach to violence prevention.

All action, regardless of those responsible for its implementation placed youth at the centre (Kia-Keating, 2011), a principle that anchored even divergent partners and help consolidate their commitment to the process. A large part of these required participants to focus on solutions rather than problems and in order to link solutions to need, there was a commitment to align actions with evidence. Routinely implemented activities included positive youth development activities that provided safe spaces for young people to test their values and beliefs, to engage children and young people in skills development work, to develop leadership capacity amongst young people and provide them with opportunities to take on leadership roles and to try and test new and innovative approaches. There was a recognition that many young people had been affected by traumatic events (Topitzes, Mersky & Reynolds, 2012; Falconler, Casale & Kuo, 2020). For example, many of those engaged in community violence had been victims of violence themselves (Widom, 1989). The participants indicated that understanding the impact of trauma has helped to inform their practical response, particular for those whose needs were more complex. As need increased, responses

appeared to become more complex and specialised (Matjasko et al, 2012). Responses were often dynamic in nature and required some level of risk to be taken on behalf of participants. Given the nature of the needs in the community, it was believed that having access to participants was critical. If decisions were to be taken, decision makers needed to be involved and so a principle of accessibility was outlined. Timing is also critical, and resources are sometimes required immediately. There was a decision to provide a responsive 'Agile Response Fund' provided the basis from which delivery partners could access the necessary resources in a timely manner. Whilst recognising the need for timely and responsive action, the participants also believed that activities needed to be planned and purposeful and directly connected to working towards the attainment of well-defined goals (Manuel & Klint-Jorgenson, 2012). The participants also drew upon a bespoke innovative model for 'Steering Teenagers Away from Recurrent Trouble' or the START which was a targeted outreach model with the aim of reducing the impact of paramilitarism and organised crime. There was a strong sense that the participants had several options at their disposal depending the evidence of need (Hodegkinson et al (2009).

A review of activities illustrated ten principles that appeared to underpin all activity: 1. Youth centred; 2. Trauma aware; 3. Solution focused; 4. Committed partners; 5. Risk tolerant; 6. Accessible; 7. Planned and purposeful; 8. Responsive delivery; 9. Evidence based; 10. Innovative.

Step 4: Considering the impact

Ultimately, any prevention interventions seek to have a tangible impact on the target population as well across wider society. This framework connects steps one to three to enable participants identify the areas that are more important for measuring impact on, review the data that is currently available and identify gaps that are required in order to enhance the measurement of impact (Durlak and DuPre, 2008). Taking the anticipated impact as area for focus, participants can systematically compare existing data, measures, instruments and how they relate to measuring these now well-defined areas for target. Reviewing a range of routinely collected data as well as administrative data from the police, this review enabled participants to populate areas directly linked to the target areas.

Appendix 2 Training calendar Phase I

Title	Date	Attended
Youth at Risk Conference to Youth Service Vol & Stat (delivered by A Kee)	January 2018	191 Youth Workers & Key Stakeholders
Reclaiming Youth At Risk (Larry Brentdro) Circle of Courage	February 2018	34 Youth workers & 12 Teachers across the 8 areas
Planning Restorative Practices (Mark Freado)	March 2018	34 Youth Workers across 8 areas
The Art of Kid Whispering – Reaching the Inside Kid (Mark Freado)	March 2018	15 Youth Workers & 15 Teachers across the 8 areas
ACE Awareness	June 2018	32 Youth Workers Including START YOW
Study Visit to Glasgow (visit VRU)	June 2018	13 Youth workers across 8 areas
Trauma Summit (Waterfront Hall)	June 2018	10 YOW across 8 areas
Reclaiming Youth at Risk – Training the Trainers in Circle of Courage Model (USA)	November 2018	6 YOW; 5 Supervisors & 7 EA staff
Trauma Informed Practice	March 2019	13 Youth Workers across the 8 areas & 6 Teachers
Responding to Critical Incidents – Breda Friel (UU)	April 2019	Derry Youth Workers
Theatre of Witness Workshop (Playhouse)	April 2019	8 YOW across areas & 4 Teachers
Circle of Courage Training	September 2019	180 Youth Workers (EA)
CPD Trauma Informed Practice & Well Being Residential (Part 1)	September 2019	10 YOW across areas
Case Study Training (UU)	December 2019	10 YOW across areas
CPD Trauma Informed Practice & Well Being Residential (Part 2)	February 2020	12 YOW across areas
QUB Taster Sessions: - Higher Harm Violence - Addictive Behaviours - PTSD - Desistance - Systemic Approaches	September 2020	10 EA Youth Workers