

# New Deal for Communities

## The National Evaluation

### Research Reports

#### **Youth Crime - A Case Study of Intensive Supervision in a Neighbourhood Context**

Research Report 42

The Neighbourhood Renewal Unit is currently sponsoring the 2002-2005 national evaluation of New Deal for Communities. This evaluation is being undertaken by a consortium of organisations co-ordinated by the Centre for Regional Economic and Social Research at Sheffield Hallam University. The views expressed in this report do not necessarily reflect those of the Neighbourhood Renewal Unit.

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*Sheffield Hallam University*

**Youth Crime - A Case Study of  
Intensive Supervision in a  
Neighbourhood Context**

Research Report 42

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## Executive Summary

- a modified form of the Youth Justice Board Intensive Supervision and Surveillance Programme has been implemented in Bradford NDC, taking account of the particular characteristics of the area in relation to youth offending. This scheme, the Trident Intensive Supervision and Surveillance Programme (TISSP), is one of two projects in the area aiming to impact on problems experienced by young offenders and those “at risk” of offending and to reduce crime and disorder
- TISSP targets both young offenders referred on statutory orders and those regarded as at risk of offending such as siblings and peers of offenders and those referred by other agencies. Those on statutory orders have included both young people with a persistent offending problem and those convicted only of one seriously regarded offence
- TISSP assesses the problems of each young person referred using the Youth Justice Board ASSET system. This provides scores relating to a range of risk factors in the young person’s life including attitudes and behaviour as well as offending, education and family background. An individual programme is tailored to address problems identified, with flexibility in the number of hours of worker contact according to needs. Frequent programme elements include formal or informal education, reparation and victim awareness, improvement of relationships with peers and adults and the provision of role models. Individual young offenders agree action plans related to their programmes
- Partnership working with statutory and voluntary agencies is strong in referrals, delivery of services and joint operating. A forum for inter-agency working has been provided in regular meetings of the NDC Anti-Crime Partnership. TISSP involves close working of the Youth Offending Team (YOT), who provide professional staff and expertise and the YMCA, who provide premises and employ some of the workers
- TISSP has been successful in engaging most of the young offenders concerned and has more than achieved its target of 200 hours supervision per week. Some young people on statutory orders have voluntarily exceeded their prescribed attendance or continued attending after completion of their order because of the value that they ascribe to the project. Although there have been some failures, TISSP has a lower rate of breaches than in the Bradford YOT area generally
- TISSP can point to success in the provision of opportunities in education and employment for a majority of clients, 85% of closed cases to June 2003 having a positive outcome in these directions
- equally important for some young people is assistance in tackling behavioural problems. A number of young people have benefited in gaining confidence and self esteem, in reduction in impulsivity, in improvements in relationships with adults and in ability to resist negative peer pressure
- young people and parents involved with TISSP have been enthusiastic about the project and its benefits
- there is evidence of reductions for the NDC area of 21% in the number of young people accused of crime and of 36% in the number of offences of which those young people are accused. Among those with whom the TISSP have worked to June 2003 only 11% had re-offended. Young people interviewed considered that the TISSP had helped them to stop offending
- total crime in the NDC area is not reducing although figures show that the area is performing slightly better than Bradford as a whole. There is evidence of better than Bradford average reductions some crime categories, notably criminal damage, robbery and theft from vehicle, all of which are often associated with young people. However, because of the variety of other crime prevention initiatives in the area, it is not possible to ascribe improved crime figures to the project although it is likely that there has been some contributory effect

- a main strength of TISSP is the quality of the workers who are local people with understanding of local problems, with local contacts, and with commitment and enthusiasm
- efforts have been made to seek funding from partner agencies to ensure the sustainability of the project after the end of NDC funding

### **Lessons for Partnerships**

- Intensive Supervision and Surveillance Programmes are a way of tackling youth crime in areas with high youth offending levels, where youth offending includes serious crime rather than low level crime and anti-social behaviour and where the crime is committed by young people resident in the area rather than by offenders coming in from outside. NDCs therefore need to analyse the nature of youth crime in their areas before considering introduction of an ISSP
- ISSP requires substantial input of professional expertise and programmes under court orders must be implemented by a Youth Offending Team. NDCs considering introduction of ISSP need to consult the YOT at an early stage
- ISSP works by identifying and addressing risk factors for prolific young offenders such as poor parenting, socioeconomic deprivation, and lack of educational achievement and health issues including drug abuse. Tackling these matters for individuals requires partnership working of a wide range of statutory and voluntary agencies. NDCs need to ensure that mechanisms to facilitate partnership working are in place
- ISSP essentially tackles the problems of individual young offenders. ISSP schemes therefore need to devise tailored programmes for individuals targeting a range of problems using action plans so that each young offender understands what he is trying to achieve. Programmes will need to include one to one sessions, group discussions, and leisure activities as well as opportunities for education and employment
- good workers are vital to the success of intensive supervision projects because of the need to build relationships with disadvantaged young people. Employment of local people as workers has benefits not only in understanding local problems but also in access to local contacts. In areas of ethnic diversity, using workers and mentors from a variety of racial origins will be advantageous
- although ISSP schemes may show early success in reducing youth offending because of the need of individuals to comply with their programme, short term results are not to be expected. ISSP aims to reduce youth offending by tackling underlying causes in individual young offenders which may take time. NDCs need to ensure that partners are aware that full benefits will require more than short term funding of such programmes

## 1. Introduction

Youth crime is a significant problem throughout the country but particularly in areas of socio-economic deprivation. The problem is recognised in most of the New Deal for Communities (NDC) areas, 34 of the 39 NDCs having identified some kind of youth crime problem in the delivery plans. Emerging evidence suggests that a relatively small group of persistent offenders is responsible for a disproportionate amount of crime. Research for the Youth Justice Board has estimated that 3% of young offenders were responsible for 25% of all youth crime (Youth Justice Board, 2003). The Youth Justice Board developed the Intensive Supervision and Surveillance Programme (ISSP) to cater for persistent and serious offenders and the Bradford NDC Partnership has implemented a modified version of this scheme (Trident Intensive Supervision and Surveillance Programme or TISSP).

This report will use Ekblom's 5'I's tool for transfer of crime prevention knowledge (Ekblom, 2003) as a framework for considering the TISSP. **Intelligence** will briefly consider the youth crime problem and causes of that problem identified in NDC Partnerships and in Bradford NDC area in particular. **Intervention** will describe the national ISSP and TISSP programmes and the main differences between them. **Implementation** will review the process of TISSP implementation and **Involvement** will consider Partnership working issues. **Impact** will discuss early achievements of TISSP and will point to key messages and lessons learned.

## 2. Methodology

The Youth Justice Board ISSP programme is being nationally evaluated. While the final report of this evaluation will not be available until the summer of 2004, preliminary findings and the Youth Justice Board guidance documents which these have informed have been consulted. The Bradford NDC has provided crime data and information has also been obtained from in house reports and the YOIS database. Interviews have been conducted on two occasions separated by six months with the Trident Crime and Community Safety Co-ordinator, with the TISSP co-ordinator and the project manager. One worker and a few young people were met briefly on the first research visit and six months later workers, a mentor, young people involved in TISSP and parents were interviewed more fully. The YOT manager was interviewed by telephone at the end of the study.

## 3. Intelligence

34 of the NDCs have identified a youth crime problem which appears to be at least as great a problem as the national average and in many NDCs a significantly larger one (Adamson, 2003). Perceptions and some figures in four case study NDCs show a wide range of crime committed by young people but with an emphasis on theft and handling and on violent crime. This evidence suggests that the types of youth crime are similar to those identified nationally and therefore the situation is likely to be similar across most NDCs. In Bradford the Youth Offending Information System shows that youth offending in the NDC is more than twice that in the district as a whole. Interviews suggested that young offenders were involved in all types of crime although some of the more common ones were theft of vehicles, mobile phone theft and drugs. In line with Youth Justice Board research, most of the youth crime in the area is committed by a small number of prolific offenders. In Bradford NDC 7% of young people committing offences in a six month period to May 2003 accounted for 32% of the youth offences. The types and patterns of offending by serious and prolific young offenders in the area are illustrated by those of a small case study group of young people (Box 1).

### **Box 1: Offending of 6 Case Study Young People**

Types of offence:

- two committed one offence only, in connection with Bradford riots
- one repeatedly convicted of TWOC and other vehicle related offences
- three committed range of crime including theft, shoptheft, criminal damage, arson, robbery, burglary dwelling, commercial burglary
- one additionally committed sexual offence

Pattern of offending of those with multiple offences:

- start of offending aged between 10 and 13
- total number of offences range 4-11
- two had re-offended within less than a month of last previous conviction

The most common motive given by young people for their offending has been found by research to be material gain, followed by for excitement, for enjoyment or to relieve boredom (Farrington, 1996). It has been found that offending behaviour is part of a larger syndrome of anti-social behaviour and a wide variety of risk factors which predict offending and anti-social behaviour have been identified although no one factor can be said to “cause” youth crime. Rather, a number of risk factors frequently cluster and interact in the lives of some children while protective factors are absent (Youth Justice Board, 2001). Causes of youth crime perceived in NDCs include lack of education, inadequate parenting, limited horizons, social deprivation, peer influences, drug abuse by young people, lack of a strong message by society that crime and anti-social behaviour is unacceptable and a feeling that society has let people down and they cannot therefore be held responsible for their actions (Adamson, 2003). The national evaluation of ISSP found that the serious and prolific offenders on the scheme were more likely than a comparison sample of young offenders to be living with known offenders, associating with pro-criminal peers, using cannabis, displaying aggression towards others and to think that further offending is inevitable. They were less likely to be educated in mainstream school or in employment (Waters et al, 2003). Some of the problems experienced by young people on the TISSP are shown at Box 3 later in this report.

## **4. Intervention**

### **a. ISSP**

ISSP is a Youth Justice Board programme targeted at those young offenders who commit a considerable number of offences and who require intensive and highly structured programmes if they are to be dealt with in the community. ISSPs began in 2001 and focussed on major conurbations and towns to deal with the most active repeat offenders. Since the end of 2003 ISSP has been available to every Youth Offending Team in the country. The Youth Justice Board believes that intensive and rigorous community based programmes are a better option than custodial sentences, particularly short custodial sentences, for all but the most serious and dangerous offenders. Research shows that typically more constructive activity takes place per week on ISSP than on a Detention and Training Order. The key objectives of the programme are to:

- reduce the rate of re-offending in the target group by 5% and the seriousness of that offending, by 2003/4
- tackle the underlying problems of the young people concerned in an effective manner with a particular emphasis on educational needs
- provide reassurance to the community that the behaviour of these repeat young offenders is being closely monitored and that any relapse will be effectively dealt with

In order to achieve these objectives the ISSP draws up a tailored programme for each young person concerned. ISSP requires 25 hours a week of input for the first three months followed by one hour per week for the next three months.

#### **b. TISSP**

The TISSP, which began in September 2001, was based on the ISSP but differs significantly from it and should not be confused with the mainstream Bradford ISSP. The first difference is that the national scheme targets only very prolific offenders or those whose offences are particularly serious. The NDC area does not have sufficient young people who would meet the very stringent requirements of the national scheme but works with persistent young offenders, a PYO being defined as “a young person who has been sentenced on three previous occasions and within three years of the last sentencing is subsequently arrested or has information laid against him for a further recordable offence.” It also targets those who have committed a serious offence and are subject to Bail Supervision, Referral Orders or other court orders. Young people may also be siblings of known offenders, be residents of children’s homes in the area, be the subject of referrals by Housing, Social Services, local police officers or at the Anti-Crime Partnership monthly meetings or be young people whose parents have shown a deterioration in health. The second main difference is that the TISSP is more flexible in input hours providing opportunities to work intensively with a few or with many for fewer hours according to the needs identified. TISSP tries to cater for about 20 hours per week for the more serious offenders. The aim of TISSP is not only supervision to National Standards and reduction of offending but to provide quality information to and contact with the young people and their parents, improving skills and motivation to make young people employable and move disaffected young people into mainstream provision.

The TISSP has objectives in programme completion, number of hours of supervision by TISSP staff and amount and seriousness of offending. These are detailed in Box 2. Although no specific community reassurance objectives have been set by TISSP, the project appraisal does suggest that the programme is intended to provide reassurance that the behaviour of repeat young offenders is being monitored and any relapse will be effectively dealt with. The message is to be delivered to the community by reports to the Crime and Community Safety Working Group, community groups, tenants associations, Crime and Disorder Reduction Partnership and Bradford Multi-Agency Steering Group and by press articles. The TISSP expects that its objectives will be achieved by a combination of mechanisms.

- young people will either stop offending because they have engaged with TISSP and benefited from the support offered or they will be back in court. There will be no second chances: At the first sign of failure to comply the police will be informed and they will be arrested and put before the first available court
- the level of surveillance will be such that it should no longer be possible for offenders to indulge in crime. Use of Curfew Orders and physical tracking will ensure that the whereabouts is known of the small number of young people responsible for most of the crime and anti-social behaviour. The project will carry out un-announced spot checks to back up the surveillance component of TISSP



- contact with the target group will not be restricted to normal office hours because these young people do not offend only between 9 and 5

### **Box 2: TISSP objectives**

From first project appraisal:

- to reduce by 10% after each six month period the total number of offenders failing to comply or having an early termination of the project
- a Youth Offending Information System (YOIS) gravity scored reduction in the seriousness of the re-offending for each young offender when compared one year pre-programme to one year post programme
- a 30% reduction in the number of offences committed by each young offender when compared one year pre-programme to one year post programme
- 66% of those entering and completing the TISSP programme to access work/training

Further objectives added in second project appraisal for renewal of NDC funding in March 2003:

- 50 crimes prevented, when compared number of offences for each young person, pre to post programme
- 200 hours per week of supervision activities by the TISSP staff
- a 25% reduction in the number of young people re-offending

## **5. Implementation**

TISSP uses the YOT information system, individual assessment pro-forma and police intelligence to identify repeat active offenders. TISSP is pro-active at the remand stage to offer programmes as part of a bail supervision package in order to reduce the incidence of offending on bail and to ensure attendance for Pre-Sentence Report (PSR) appointments and at court. TISSP staff liaises closely with YOT PSR writers, including attendance at PSR appointments for those in the target group. TISSP has a protocol with Wetherby Young Offenders Institution to ensure contact and involvement with TISSP target offenders on Detention and Training Orders.

The philosophy underlying Intensive Supervision and Surveillance is that programmes are tailored to tackle the root causes of each individual's offending behaviour. Planning an intensive and multi-modal programme should be driven by detailed information not only about the young person's risks and needs but also about their capabilities, interests and aspirations. This is the Intelligence on which the programme is based. TISSP carries out an initial assessment of each young person's needs using the ASSET assessment procedure. ASSET provides information on the young person's criminal history, care history, apparent and stated motives for crime, living arrangements, family and personal relationships, lifestyle, health, mental health, substance mis-use, perceptions of self and others, thinking and behaviour, attitude to offending and motivation to change. Each is scored and the sum of the scores provides an assessment of the young person's risk of further offending. Needs frequently identified concern drugs, lifestyle and problems with peer pressure.

Youth Justice Board Guidance emphasises that identification and referral processes must ensure that programmes are aimed at the right young people, and not pull in young people who could be more appropriately dealt with through a less intensive intervention. TISSP

works mainly with those on statutory orders although some are referred by other means as described above but those on orders appear to fall into two very different categories. Some are very much persistent young offenders, the sort of young people that the scheme was intended to help. However also included are a number of young people who were involved in the Bradford Riots, who committed one offence only. Box 3 shows that four young people exhibited a range of problems which research has shown to be associated with offending behaviour. Those whose single offence was related to the riots, however, had few problems but had bowed to impulsivity and peer pressure to commit seriously regarded crime. This suggests that their inclusion on the programme may not have been entirely appropriate. Comments made in interview showed that workers and the young people themselves recognised this although the young people valued the benefits brought by the scheme.

### **Box 3: Case study young people - needs identified**

Those involved in the riots:

- supportive family backgrounds
- no problems with education, health, substance misuse, lifestyle
- both from broken homes
- offence the result of acting without thinking
- caught up by the actions of peer group

The four multiple offenders:

- three had parents with inadequate parenting skills. For example, the mother of one moved away while he was in prison without leaving an address, one was from a family with which Social Services had had issues concerning neglect and others suffered from inconsistent supervision and boundary setting
- two had parents with drugs problems
- two had other criminal family members
- two had health problems which affected their performance and self esteem
- for two there were grounds to suspect sexual abuse
- three had been excluded from school and the fourth had regularly truanted
- for two special educational needs had been identified and basic literacy and numeracy were weak
- three were regular cannabis users
- three predominately associated with pro-criminal friends
- three had a lack of understanding of the consequences of their actions
- two were said to act without thinking
- three were easily led by others
- three displayed aggressive behaviour

TISSP draws up a programme to address the identified needs, taking account of what is required by the court, what is proposed by TISSP and what the young person wants to achieve. A formal written contract is drawn up incorporating the programme content and breach arrangements and is signed by the young person and parents or guardian. The programme is then regularly reviewed and evaluated. The programme includes one to one sessions and accessing services which the young person wants or the programme thinks would benefit him. These services are provided by other agencies and bought in, the

project reserving its own funding for providing staff to assist young offenders in accessing services, shepherd them through weekly timetables, implement surveillance and provide support and positive role models. Services include education and training, restorative treatment, changing offending behaviour, interpersonal skills, family support, counselling and mentor provision. It is planned to also offer the services of a benefits advisor. The programme is designed to deliver a minimum of five hours of core programme activities per day per young person for the first three months of TISSP. The programme ensures that there are structured activities and tracking on most evenings and weekends. Where young people return to school the programme is adapted, young people spending a minimum of two further hours in evening activities such as an offending behaviour course, interpersonal skills and diversionary activities. The second three months of supervision is less intensive although the minimum contact time each day will be not less than an hour. The level of supervision is set with regard to on-going risk assessment. Some elements of programmes for TISSP young people interviewed are shown at Box 4.

**Box 4: Elements in programmes of TISSP young people**

- education with Learning Gateway, Princes Trust, a tutor or basic literacy with TISSP worker according to needs
- assistance in employment and college applications
- reparation
- victim awareness
- drug awareness
- sessions related to health problems
- relationship/self esteem building
- improvement of socialising skills
- provision of role models

TISSP is implemented for Trident by the YOT, which provides a senior worker as co-ordinator to hold the caseload of those under court orders for the Trident area and the responsibility for those cases and a second part time worker. The YOT subcontracts running of the programme to the YMCA which employs a programmes manager who is responsible for the TISSP and also a Prince's Trust scheme. YMCA also employs the youth workers. There were two youth workers for the first 18 months of the project after which a third was appointed. A project support worker was also added to the team, employed part time until August 2003 when approval was gained to make the post full time. There are also two mentors with another four having been recently recruited. The mentors now include two Asian males, one black female and one 21 year old female. The programme is therefore expanding. The personnel have undergone some changes with the project co-ordinator leaving and being replaced by the part time youth worker in August 2003 and the project support worker being replaced by one of the mentors in February 2003. However the changes have not caused problems.

TISSP has been located since the beginning at YMCA premises. At the first location the size of accommodation allocated to the TISSP was found to be inadequate and a problem was identified in the location of a project dealing with offenders on premises where other activities such as those for children are also run and the necessity of balancing protection of the public with benefit to the offenders. This was resolved in a move to other YMCA premises within the Trident area where the TISSP has much more spacious accommodation with a separate push button security controlled entry to the rest of the premises. One result has been a significant increase in clients popping in whereas before visits had to be by arranged appointment and often workers had to go elsewhere to meet clients. Now clients are able to do work at the project without a worker necessarily in attendance.

## 6. Involvement

Research by the Youth Justice Board has identified that successful delivery of Intensive Supervision programmes depends on effective joint working of a wide range of agencies. These include the police, education and training providers, Learning and Skills Councils, Connexions, accommodation providers, drug treatment services, mental health services and other voluntary sector providers. Partners involved in TISSP include the YOT, YMCA, West Yorkshire Police, Bradford Health Authority, Bradford Education, local authority Housing Department, Social Services, Bradford and Keighley Magistrates and the Youth Court. The NDC Anti-Crime Partnership, of which TISSP has attended every meeting, has provided a forum for inter-agency working. The TISSP steering group consists of the NDC Crime and Community Safety Co-ordinator, Community Police Sergeant, YOT manager, YMCA manager and the chair of the NDC Crime Working Group. Partners provide input to the core TISSP staffing, accommodation and administration and in provision of bought in services. For example the LEA provides classroom and individual tuition, the Basic Skills Agency and DfEE provide a resource library as well as training, and voluntary sector partners and other NDC initiatives also contribute. Partnership working with the YMCA has provided accommodation and especial benefits in other resources within the building which the TISSP can tap into such as reparation and an anger management course. For the future a bid has been made to Connexions for the refurbishment of the YMCA building to include a café and computers downstairs which is expected to increase the success of the building as a whole. Access to the Connexions centre will be included and TISSP staff have done an introduction to Connexions and will do further training.

A problem identified by both the YOT co-ordinator and YMCA manager in the early days was the problem of a statutory and a voluntary agency working together. The two organisations have different ways of working and different viewpoints which can clash. There are also differences in rates of pay between the two agencies. However the co-ordinator and programme manager appeared then to have mutual respect and a determination to overcome the difficulties. A more recent issue involved division of responsibility for the computers but all problems are felt to be now resolved.

## 7. Impact

### a. Engagement of young people

TISSP engages 97-98% of the targeted young offenders and is more than meeting the targets set by Trident. A total of 53 clients had been worked with up to June 2003, although some of those clients had been referred more than once, for example, initially non-statutory and later through a court order or through different court orders. Most of the young people come on a court order and have to attend a specific number of sessions a week, generally two. However the TISSP tries to engage the young people for more than the minimum, perhaps three or four sessions a week. The majority of work with girls is non-statutory. Table 1 shows the breakdown of the cases by source of referral.

**Table 1: TISSP Cases to June 2003**

Case type	Source	No of referrals
Statutory Court Orders	Reparation Order	8
	Referral Order	5
	Action Plan Order	10
	Supervision Order	6
	DTO	16
	Bail	1
Non-Statutory	Police concerns	3
	Siblings of known offenders	4
	Friends of known offenders	3
	Trident Anti-Crime Partnership	2
	Housing	1
Total		59

The large majority of young people worked with are male which is similar to the national ISSP. The ISSP evaluation found that the majority of young people on the schemes were white. For TISSP although more than half are white there is a substantial minority (36%) who are Asian, reflecting the ethnic composition of the NDC area. The age range is from 10 to 18 although more than 80% are aged between 14 and 17. Again this is in line with the national programme where the mean age was 15.8 years.

Since the new target of 200 hours supervision per week was set by Trident in March 2003, this has been more than achieved with monthly averages of 208 in April, 254 in May and 217 in June. The TISSP feel that they are successful in working with young people and can show that generally young people welcome the opportunities that the projects provide for them. For those on statutory orders their attendance is prescribed by the court but some do more than the requirement. One young man was contracted to attend twice a week but early in his programme was at the YMCA most days from 9 to 4 before obtaining employment. This young man was one of the six young people considered in detail, most of whom had attended regularly. Of two who have missed appointments, one initially frequently failed to attend but three months into his programme is starting to attend more and to respond to workers. However some young people are more problematic. One, who was met briefly at the first research visit when he was on bail support, then did not always attend appointments, saying "It's boring and sometimes I can't be bothered". Since then he has received a Supervision Order but still fails to attend and may be going back to court for breach of his order. The TISSP however has a lower rate of breaches than in the YOT generally. TISSP staff thought that this was because they use a more proactive approach, with personal home visits rather than letters when appointments are missed, and because of the additional support provided. TISSP can point to continuing involvement of some young people with the programme after their statutory order is finished, six up to March 2003. One of the six in the study group signed a further plan when his order finished in August 2003 because he had enjoyed attending and still felt he needed support. Those who are not on statutory orders are offered a number of sessions a week. These are usually to address specific immediate problems. Their attendance is usually good until the problems are sorted out after which they fade away. For example one worker assisted two girls with problems of pregnancy and accommodation and six months later the problems are solved. However "The bottom line is that the door is always open, if you need us, come back to us".

#### **b. Effects on education and employment**

The statistics for closed TISSP cases to June 2003 show positive outcomes in education or employment for most of the young people concerned as shown in Table 2.

**Table 2: Outcomes in employment and education 2002/3**

<b>Number of cases closed</b>	<b>27</b>	<b>%</b>
Already in employment and still in employment	3	11
Clients into employment	4	15
Clients in education	6	22
Clients in alternative education	7	26
Clients in training	3	11
Clients with no positive outcome	4	15

Some of those who enter alternative education or return to school can be shown to have increased their levels of attendance. The majority of the young people who are on the scheme because they were involved in the riots are in full time work or college by the time they finish. The two of these young people studied have both shown positive outcomes in education and employment. One of the young people said that the most helpful thing that he had gained from the TISSP was “help to find the course that I wanted to do, to apply, to write CVs”. Another said “The TISSP helped me in advising what course to do, deciding whether I should start work”. A young man with SEN said “I have learned to read better” and another said that the TISSP had made a difference in his life “in spelling, reading and writing”. He went on to say that “The Princes Trust is more interesting than school. It is small groups. I might do computers next”.

### **c. Changes in behaviour**

The TISSP Co-ordinator has said that while the practical side of the work in assisting the young people with college or employment applications or sorting out accommodation problems is straightforward, the “difficult things are consequence work, behaviour, tackling offending behaviour, aggression”. This work is done by the worker on a one to one basis. However the interviews with the young people, parents and workers showed that some success has been achieved. There was evidence that young people concerned had become calmer with reduced impulsivity, had improved in confidence and had improved attitudes to learning. They related better to adults, for example in getting on better with parents, being more respectful to workers and in being prepared to talk to a researcher. They were better able to relate to their peers, in making friends and in group interaction. They had learned to choose their friends and avoid those with criminal habits so that the likelihood of young people offending because of peer pressure would seem to be less. In addition one young man interviewed has stopped smoking cannabis since he has been on the programme.

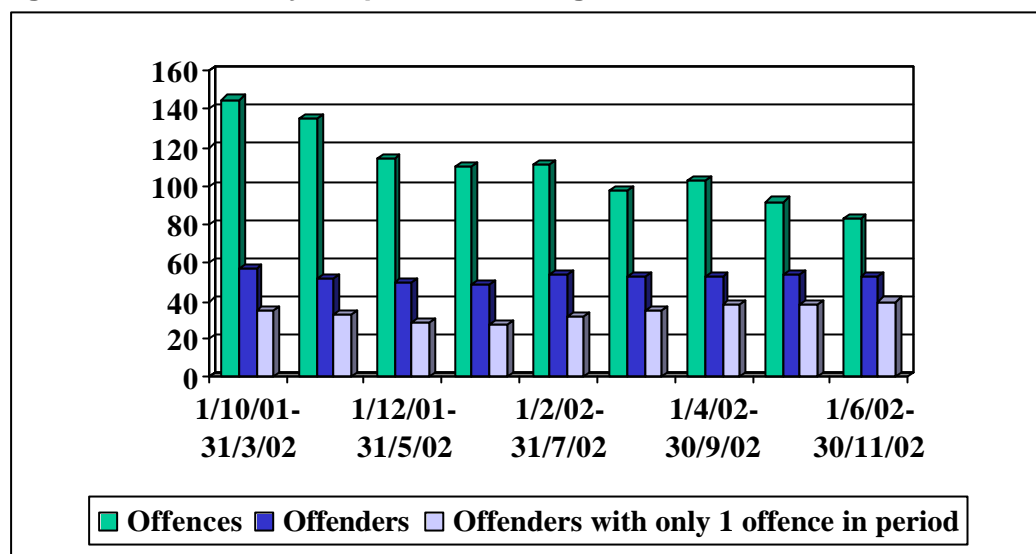
However not all young people react well to the programme. The TISSP manager said:

*“Some clients enjoy having a worker looking after them, others resent it. Some are positive and want to change. Others do not want to change. The best we can do is to provide surveillance, keep them occupied and keep them away from other TISSP clients.”*

### **d. Reduction in offending**

TISSP feel that they are making an impact and there is evidence of reduced offending by those aged 17 years and under resident in the NDC area since the TISSP project began (Figure 1).

**Figure 1: Six monthly snapshots those aged 17 and under at time of offence**



The number of young people aged 17 and under accused of crime is claimed to have reduced by 21% and the number of offences by 36% between October 2001 and March 2003. Young offenders are also said to be offending less frequently than before the TISSP started, average alleged offences per individual having reduced from 2.6 to 2.1 and an increasing number of young people are offending only once. However the YOT manager has pointed to a residual problem of offences committed in the NDC area by young offenders resident in surrounding deprived areas.

Among the 27 TISSP closed cases by June 2003 only three had re-offended by that date. There is evidence among those with whom the TISSP had worked up to the end of July 2003 that they have committed fewer offences than before being on the programme. However the evidence concerning the gravity scores is less clear with some showing higher and some lower scores. Of the young people in the study group only one has re-offended during his time on the programme. His referral was in August 2003 and since then he has been picked up for driving while disqualified and arrested on suspicion of TWOC. The highest gravity score of his offence has increased. A worker said "He is not keeping to his curfew. He is still driving cars." The worker felt that the young person is strongly influenced by another older lad and until attempts to break that influence are successful, he will not stop offending. The workers felt that it is unlikely that the two involved in the riots will offend again. Workers thought that another had been helped to stop by the death of some friends in an accident, that the chance of the young person convicted of a sexual offence repeating was remote but that another might be drawn in by his peers. The three young people who answered the question whether the TISSP had helped them to stop offending all considered that it had.

#### **e. Effect on crime figures**

If youth crime is thought to be reducing this should have an impact on the crime figures for the NDC area. However, overall crime has not reduced in the NDC area although the change relative to a starting point in April 2000 indicates a slightly better performance than for the rest of Bradford. Comparisons of changes in crime for various categories in Table 3 show that there is no consistent picture of reduction. The best performance in the NDC appears to be for criminal damage, robbery and theft of vehicle, all of which are often associated with young people.

**Table 3: Crime changes NDC area and rest of Bradford**

	Years August to July % change			
	NDC		Rest of Bradford	
	00/01 - 01/02	01/02 - 02/03	00/01 - 01/02	01/02 - 02/03
Criminal damage	-6	-27	13	-4
Robbery	39	-55	71	-24
Theft of vehicle	62	-29	45	-22
Theft from vehicle	3	-15	24	-13
Other theft	25	23	26	-7
Burglary dwelling	-15	-2	33	-5
Burglary other	19	23	14	-19
Drugs	4	9	5	14
Violence	38	90	18	49
Total	11	3	23	-6

It cannot of course be assumed that lower crime rates in the NDC area are the result of youth crime interventions as the NDC are also funding considerable numbers of other projects in the area. However since youth offending has reduced, it is likely to have contributed to some of the reductions in crime.

**f. Views of parents and the community**

Evaluation sheets are completed by parents as well as young people when the young person finishes a programme and poor appraisals are followed up. The questions asked include satisfaction with the service provided, respect and promptness in contacts, amount of information supplied, having a say in what happened, help to the young person in understanding the impact of their crime, support to parents to stop young person's offending and addressing of young person's issues. Most comments are generally favourable to the TISSP. Among the small number supplied to the evaluation no parent or carer assessed the TISSP as poor or very poor in answer to any question. However some gave ratings as only fair; two for information supplied, one for help to the young person to understand the impact of his offending and one for support to the parent. The two comments made about the most helpful part of the programme related to keeping the young person away from crime scenes or criminal peers. However one parent said that the least helpful part of TISSP was that the young person was still misbehaving and hanging around with the wrong people.

The parents interviewed were both enthusiastic about the scheme. One said that "It's been brilliant" and the other "I just want to say thank you". The YOT manager and workers regarded the project as having the support of the local community.

**g. Key strengths and weaknesses**

Key strengths indicated in the interviews were that the project has a good team and good, experienced, hard working and committed staff at the management level who support the more junior staff. It is regarded as very important that workers are local people who understand the problems of the local young people and have local contacts. There can be problems in using local people as workers as clients may not want to work with them if, for example, they attend the same mosque. However the local workers "can engage with very difficult young people who would not engage with anyone else." This is felt to be partly because the workers themselves had had colourful pasts and therefore "similar experiences and show that you can come good." Young people interviewed regarded workers as friends and referred to the time given to them, to the workers' availability at all



times and to the workers being easy to talk to. Parents interviewed pointed to support that the workers had given to themselves as well as the young people. Recruitment of local workers has helped to gain the support of the NDC by providing direct employment opportunities. The success of this aspect of the scheme has given the YOT confidence to recruit younger people and start a modern apprenticeship scheme.

Other strengths mentioned were the availability of resources and tools to identify needs, a good network with service providers, partnership with the YMCA and the way of working with young people which is honest and caring and results in the good breach record. The NDC Crime and Community Safety Co-ordinator sees the TISSP as part of a multi-faceted strategy against youth crime which also includes the Youth Inclusion Programme, Princes Trust and Home School Mediation and thus tackles different levels of offending and risk of offending. The different projects all know how each other work and can and do make referrals to each other. The YOT manager sees strengths of the project as being its local base and its complementary relationship with the other ISSP schemes in Bradford, both the national scheme and another, which focuses on young people being released from custody and is funded by Neighbourhood Renewal. Young people in the NDC area have the increased support of TISSP but can also access the provisions of the other schemes. The YOT have used the success of TISSP to justify extensions to the Neighbourhood Renewal scheme.

The weaknesses identified by the workers were connected with basic facilities such as accommodation, computer and telephones rather than in working with the young people or results achieved. Even with the new premises, there is a further need for more space as a result of the expansion of the project. Workers are expected to update case records on the YOIS system daily but this is frequently not possible mainly because the system is often down, as a result of problems connected with the move of the YOT to new premises. It is hoped that the system will soon settle down and resolve this difficulty. All the staff share only two telephone lines which causes difficulties in waiting for a line to be free and for incoming calls of the numbers being apparently permanently engaged. TISSP had early difficulties attracting Asian clients to premises run by a Christian organisation but again these have diminished. It is thought this is partly because the project is currently working with fewer Asian young people, those involved in the Bradford riots having in the main finished their orders and partly because there is an Asian worker on the staff. The contingency is in place that if an Asian young person does not want to come to the YMCA, arrangements can be made to meet at one of the YOT offices but this has not so far been needed. Early confusion resulting from lack of understanding of messages passed between the TISSP and police led to establishment of single person contact between the co-ordinator and one police officer. However this led to a difficulty perceived by some staff in contact with the police if the co-ordinator was sick.

Use of local people as workers has also had its downside, firstly in their not being used to structured work but both are receiving training to overcome this. The appointment of the Project Support worker has assisted in taking some of the paperwork burden and both workers are receiving training. It has also been difficult for staff to stand back because of meeting the young people before in a different role as a youth worker. One of the workers admitted that "it was difficult at first" to change from a youth worker style to that of a probation worker. It was feared before the programme began that use of locally recruited workers would lead to difficulties of pressure on those workers - duress and lack of respect for private time and there were some problems in the early days, although not as many as expected. The TISSP co-ordinator said:

*"It is massively better than it was when the scheme started 18 months, two years ago. The young people know where the workers live so they knock on the door out of work hours. It has been dealt with by talking to young people and saying they can contact*

*any time at the project but not just come knocking at the door because of workers' families."*

## **h. Lessons**

### **Good practice**

- start intensive work with young offenders and those at risk of offending by assessing the problems of individual young people which may be contributing to their offending behaviour. Prepare tailored programmes to address those problems
- use an action plan approach to ensure that young people understand what they are trying to achieve
- a significant component of most programmes is the provision of routes into education and employment
- equally important for some young people is assistance in gaining confidence and self esteem, reduction in impulsivity, improvements in relationships with adults and ability to resist negative peer pressure. This may be provided by various activities including in depth one to one work, group discussions, and various sport and leisure activities
- set in place effective breach procedures for those on statutory orders so that a strong message is given about compliance. However intensive personal contact between workers and young people can prevent problems reaching proportions which require implementation of those procedures
- ensure that young people lack opportunities to re-offend by intensive supervision with provision of contacts outside as well as inside normal office hours
- staff should be able to understand the problems faced by young people and be willing to spend time in trying to solve them. Employment of local people as workers has benefits not only in understanding local problems but also in access to local contacts
- use mentors where a young person requires more support than a worker alone can give
- in areas of ethnic diversity, use workers and mentors of a variety of racial origins to help in establishing relationships with the young people
- Partnership working with statutory and voluntary agencies is important in providing for the needs of young people. A wide range of partners contributes to effectiveness of projects but a forum for inter agency working - for exchange of information and ideas - is also necessary
- set up communication lines with partners and delivery agencies to ensure that partners are aware of each other's activities in overlapping areas of interest, that feedback is provided from deliverers and that problems are not caused by absence of any single member of staff
- secure adequate premises for centre based youth work

### **Problems to avoid**

- recognise that there may be difficulties in the working together of statutory and voluntary agencies because of different ways of working, different viewpoints and different rates of pay. While both can contribute to youth projects, awareness of potential problems at the start can help to minimise their effects
- while there are many benefits to using workers from the community, there can be problems as well in those workers being distanced from the young people with whom they are working out of working hours and if they are unused to structured work
- avoid hampering day to day work by inadequate facilities such as computer system access and telephone lines

## 8. Conclusion

TISSP have developed links with some of the more disaffected young people in the area and have had effects on their offending behaviour as well as providing opportunities in education and routes into employment. TISSP feel that there are other benefits resulting from their implementation.

The programme uses an established assessment system to identify the needs of its clients which considers a wide range of factors which research has suggested are contributors and predictors of offending behaviour. Tailored programmes are then drawn up to address the problems identified. Implementation has resulted in effective engagement with most of the young people concerned, favourable comments from young people and parents and successful outcomes for many. A worker has summed up TISSP in the comment "It is a good project and works well."

Efforts are being made to secure the future of the project, if not in name at least as a project within YMCA. The NDC have said that they would be unlikely to provide funding past March 2007 and that the last two years would be at a reduced rate. The YOT has not been able to say whether TISSP might become a YOT project when NDC funding runs out. Therefore the hope is to maintain the same level of service after March 2005 by seeking additional funding through other sources.

## References

Adamson, S. (2003) *Youth Crime - Offender Based Approaches to Reduction - Research Report 4*, New Deal for Communities: National Evaluation.. Sheffield, CRESR.

Adamson, S. (2003) Trident Intensive Supervision and Surveillance Programme. A Case Study Report. An unpublished report for the New Deal for Communities National Evaluation.

Farrington, D. P. (1996). *Understanding and preventing youth crime*. Joseph Rowntree Foundation/York Publishing Services. York, JRF.

Waters, I., Moore, R., Roberts, C., Merrington, S. and Gray, E. (2003) *Intensive Supervision and Surveillance Programmes for Persistent Young Offenders in England and Wales Interim National Findings*. London, Youth Justice Board.

Youth Justice Board (2001) *Risk and protective factors associated with youth crime and effective interventions to prevent it*. London, Youth Justice Board.

Youth Justice Board (2003) *Intensive Supervision Programmes Key Elements of Practice*. London, Youth Justice Board for England and Wales.

### Website links

The Home Office Research Development Statistics  
<http://www.homeoffice.gov.uk/rds/index.htm>

Crime Reduction website. This has a knowledgebase, toolkits and down loadable publications  
<http://www.crimereduction.gov.uk>

Youth Justice Board. Information and guidance on ISSP  
<http://www.youth-justice-board.gov.uk/PractitionersPortal/PreventionAndInterventions/ISSP/>

Youth Justice Board publications

<http://www.youth-justice-board.gov.uk/Publications/Scripts/default.asp?eP=>

***Further reading***

Adamson (2003) provides an overview of youth crime and New Deal for Communities offender based interventions to prevent it. For guidance on implementing intensive supervision and surveillance programmes the Youth Justice Board website is the best source as it incorporates lessons from ongoing research and is frequently updated. The case study report providing additional detail on TISSP can be obtained in electronic form from [S.E.Adamson@hull.ac.uk](mailto:S.E.Adamson@hull.ac.uk).