

An Evaluation of Summer Plus: A Cross Departmental Approach To Preventing Youth Crime

CRG Research Ltd

**Research Report
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*An Evaluation of Summer Plus:
A Cross Departmental Approach
To Preventing Youth Crime*

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Executive Summary

An Evaluation of Summer Plus: A Cross Departmental Approach to Preventing Youth Crime

Introduction

This report presents the findings of a small scale, qualitative, study, carried out between June and September 2002, with the primary aim of evaluating the extent to which Summer Plus has been successful in meeting its stated aims and objectives to reduce street crime in 34 Local Education Authority (LEA) areas across England.

The £16 million Connexions Summer Plus programme was in part a response to the Government's ongoing commitment to reduce street crime. The programme was announced on 25th April 2003 for a July 2002 start, and provided a Connexions coordinated program of additional support for 8-19 year olds most at risk of becoming involved in crime by offering key worker support to young people at risk of crime and ensuring they [were] engaged in purposeful activity throughout the summer.

Key Findings

- Summer Plus programmes engaged over 10,000 young people aged from 8 to 19 judged to be at risk of involvement in crime. About 80 per cent of those registered took part in full-time activities. The remainder had the support of a key worker, and took part in some activities, but not on a full-time basis. (1.13)
- Funding was used in some areas to extend existing activities funded by the Youth Justice Board (or the Youth Justice Board and the Department for Culture, Media and Sport jointly), such as Splash and Splash Extra organised by the local Youth Offending Teams (YOTs), as well as to start up new programmes and projects aimed at the Summer Plus target cohort. In other areas the funding was used solely to start up new programmes and projects. (2.6)
- Approach to delivery was varied with areas adopting a 'strategic' or 'organic' model to delivery – although more frequently a combination of the two. Strategic approaches were driven centrally, with partnerships coordinating all aspects of delivery. Organic approaches were driven locally and on a more operational level. They capitalised on local knowledge and very effectively utilised established networks of contacts: of key workers, of providers and of young people. (2.7 – 2.13)
- Partnerships were formed in all 12 areas, and there was a real commitment to multi-agency working. However, the degree of partnership strength depended upon arrangements for joint working prior to the introduction of Summer Plus. (2.20 – 2.25)

- Key workers approached role responsibilities in one of two ways. The first was an arms-length approach – visiting programmes and young people once or twice a week to help maintain a log book or to assist the provider. A closer approach involved key workers accompanying youth participants to programmes –being present every day and arranging and accompanying young people on activities. (2.33 – 2.35)
- Recruitment of youth participants was achieved through a combination of approaches. Some young people were targeted using lists from the police, YOTs and the local LEA; others through outreach work by key workers and self-referrals by young people’s peers and family members. (2.42 – 2.49)
- A variety of activities were offered to young people with programmes using imaginative ways of keeping young people engaged. These activities were client-centred and needs led, and there existed a great deal of flexibility around delivery. Participants were encouraged to make suggestions about what they would like to do and this increased commitment and ‘buy in’ to programmes. (2.50 – 2.52)
- Developmental approaches to activity provision had more impact on young people than approaches that were purely diversionary. Developmental approaches usually included an explicit educational component. (2.53 – 2.58)
- The impact of programmes on young people who participated was extremely positive. Qualitative interviews revealed improvements in self-confidence, negative behaviour, empathy towards others, respect for authority figures, and a will amongst young people to change their lives in a positive way. (2.59 – 2.64)
- Few systematic assessments were carried out with youth participants and we found no evidence of formal assessment packages, such as the Assessment, Planning, Improvement and Review (APIR) Framework, being used. (2.65 – 2.68)
- Exit strategies were not in place in all areas, and in areas that they were resourcing and time constraints meant they were not adhered to as anticipated. (2.69 – 2.70)
- Initial follow-up data suggests a high proportion of those eligible are returning to school and with renewed motivation.
- Early indications are that crime by young people has decreased significantly more in Summer Plus areas than in the rest of England. Summer Plus areas also have a better rate of decrease in the numbers of Breaches of Statutory Orders than those areas that did not have Summer Plus. Other initiative targeted at the same areas will also have contributed to this improvement.

Background

As part of the Government's ongoing commitment to reducing crime and promoting community cohesion, Summer Plus 2002 was part of a £66 million package of funding for a Behaviour Improvement Programme (BIP) aimed at young people.

The findings need to be set in the context of the programme objectives, which were:

- Reduce street crime in 34 Local Education Authority areas by offering key worker support to young people at risk of crime and to ensure that they were engaged in purposeful activity throughout the summer
- Target young people most at risk of crime to ensure they have access in Summer 2002 to a comprehensive, full time programme of summer activities, and a key worker to guide them through the programme and into education, training or employment. Additional key worker support will be ongoing beyond the summer and will support the wider DfES behavioural package
- Provide additional activity where existing provision is insufficient so that young people engage in constructive behaviour rather than crime
- Address poor behaviour through youth work interventions
- Manage a transition back into learning and employment which builds on success during the summer
- Support the development of cross community understanding through activities which offer the opportunity for young people from different backgrounds to learn about each other or work together

Method

The methodology for the study was principally qualitative and formed part of a wider national evaluation of policies to reduce street crime, many of which had a quantitative focus. This study represented a small-scale exploratory piece of research, with the expectation of producing complementary in-depth qualitative data, focusing on the delivery of the Summer Plus programme and young people's views and experience of it. **Some** quantitative data was collected during the course of the study. However, the implications of the finding from this data are limited given the sample size and the timing of the research, and caution needs to be exercised when making any inferences from these findings.

The data collection programme for the national evaluation of the 12 areas allocated to CRG consisted of interviews with five key target groups. These were:

- youth participants
- parents/guardians
- key workers
- deliverers/providers
- other stakeholders and partners e.g. YOTs, police

Nationally 10,078 young people took part in the programmes and 761 key workers were recruited. The national target was 9,000 young people. Our sample size included interviews with:

Target Group	Sample Size
Key Workers	79
Youth Participants	132
Parents/Guardians	28
Other Stakeholders/Partners	52
Deliverers/Providers	44
Total	335

There were two rounds of face-to-face interviews with the five key target groups. Interviews were conducted with the same sample of young people in each round; the first around the start of the Summer Plus programme of activities from the end of July to the beginning of August 2002; the second after the completion of the programme in mid September 2002.

A questionnaire was distributed to the same sample of youth participants in each area three times – at the start of August, at the end of August, and in mid September. This was designed to measure attitudinal shifts during the course of the programmes.

Data were also gathered through attendance at two workshops, held by DfES on the 16th September in Manchester and 17th September in London, where key workers discussed key themes and issues relating to Summer Plus 2002 delivery and progress.

Recommendations

In summary, the experiences of the Summer Plus programmes have been extraordinarily rich and complex. Partnerships and providers faced major challenges in terms of delivering programmes and often overcame them – all in a relatively short period of time.

This study does point to areas where delivery and planning of future Summer Plus programmes can be improved. These include:

- That BIP should be supported by a positive activity programme throughout the year – not just in the summer - and links between Summer Plus and BIP should be strengthened. (2.68,2.69, 2.71, 3.24, 3.25)
- Timescales for delivery should be improved so that programmes have time to plan ahead and organise delivery in the most effective way. There were some clear messages about targets and funding – confirmation of arrangements would be best being declared by the end of February 2003 at the latest. (2.4, 2.4, 2.24, 2.25, 2.26, 2.69, 2.71)

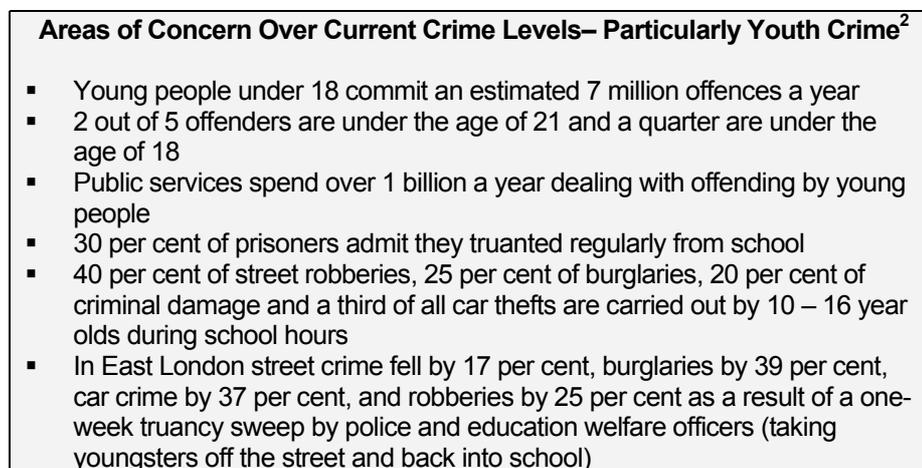
- Schemes should target groups as well as individuals. The social dynamics of youth offending are not to be underestimated, nor are the beneficial effects of peer pressure. Including associates, siblings and wider group members in the target groups is essential for success. (2.48, 2.49)
- The retaining of key workers who have been very successful in making an impact on the lives of youth participants. (2.26 – 2.32, 2.36, 2.26, 3.20)
- The development of diverse teams. Although individual interaction is a key feature it is essential that young people have access to a range of adult workers so that they can choose a suitable work plan and also have access to expert views and guidance. Developing teams of key workers with overlapping roles and responsibilities is the best way of doing this. (2.30, 2.35)
- Flexibility around Summer Plus delivery was a principal strength allowing local targeting and the provision of a needs led programme. This flexible aspect of the programme needs to be retained. Financial flexibility is also beneficial, with some decision-making left to key workers. (2.2, 2.13, 2.19, 2.30, 2.32, 2.35, 2.37, 2.41, 2.48)
- Systematic assessment and monitoring were weak aspects of programme delivery. Developmental processes need more accurate monitoring and recording to allow successful handover and follow-up, which will help to keep young people engaged throughout the year. Some simple tools need to be identified to aid this process. (2.65-2.68, 3.8, 3.9)
- Accountability is essential in any use of public money. Monitoring burdens should be proportional to the risk of fraud. (2.73 – 2.74)
- Efforts and resources need to be devoted to building and maintaining local partnerships. No one organisation has the knowledge and resources to provide effective, positive activity programmes for all young people. Partnership approaches are essential but do not “just happen”. (2.20 – 2.21)

1. INTRODUCTION

Background to Summer Plus

- 1.1 On 25th April 2002, DfES announced the outline of a package of measures to tackle street crime in 34 Local Education Authority (LEA) areas in the 10 police force areas in England, which were part of the Government's street crime initiative. As part of a £66 million package of funding for a Behaviour Improvement Programme (BIP) aimed at young people, Summer Plus was delivered as a £16 million Connexions coordinated programme of additional support for those 8–19 year olds most at risk of becoming involved in crime.
- 1.2 In each of the 34 LEA areas, Summer Plus sought to identify between 200 and 250 young people most at risk of offending. These young people were targeted and encouraged to take part in a comprehensive programme of summer activities, monitored and supported by a named key worker. The programme was designed to build on the activities already supported by the Youth Justice Board, Children's Fund and other providers such as the Youth Service, and to support the work of the Community Cohesion Unit in the Home Office to address links between anti-crime measures and community cohesion.¹

Fig. 1



- 1.3 Crime rates in the UK are high compared to most other EU countries and high historically. Since 1918 recorded crime has risen on average by 5 per cent each year³ and there is growing concern among the general population about street crime and public safety. Figure 1 details some key crime facts.

¹ DfES 'Connexions Summer Plus Project Delivery Plan' Annex C, p1

² Figures taken from: Home Office 'The Government's Crime Reduction Strategy' *Dealing effectively with young offenders*, p1 and 'Summary of Speech To Truancy Together Conference' Estelle Morris, 29th April 2002, p1

³ www.crimereduction.gov.uk 'Crime Reduction Strategy Summary' p1

- 1.4 The Summer Plus programme has assumed a cross-departmental approach to delivery with the Connexions Service, in all but one case, being responsible for coordinating the programme at the local level. The emphasis has been on providing a *'programme that crosses boundaries, where the professionals work together, where provision is seamless'*⁴ Connexions Partnerships have utilised local management committees, operating at the LEA level, to bring together key partners to map existing provision, plan additional provision and agree delivery arrangements.
- 1.5 The success criteria for the national programme were:⁵
- A reduction in reported street crime incidents
 - Local project success
 - Successful partnership working
 - Positive impacts on young people
 - Coordinated and/continuing provision
 - Budget spent – focused on objectives
 - A return to education and training for Summer Plus participants

Evaluation Aims

- 1.6 CRG was commissioned in June 2002 by DfES to carry out an evaluation of the Summer Plus programme in 12 areas throughout England. These were Oldham, Rochdale, Leeds, Bristol, Birmingham, Knowsley, Greenwich, Brent, Lambeth, Islington, Waltham Forest and Barking & Dagenham.
- 1.7 The aim for the national evaluation was *"to assess the extent to which Summer Plus has been successful in meeting stated aims and objectives - that is to say, in reducing street crime in 34 areas by offering key worker support to young people at risk of crime and ensuring they are engaged in purposeful activity throughout the summer."*⁶

⁴ Estelle Morris 'Summary of Speech To Truancy Together Conference' 29th April 2002, p1

⁵ See DfES 'Connexions Summer Plus Project Delivery Plan' Annex C, and DfES invitation to tender 'An Evaluation of Summer Plus: A Cross Departmental Approach to Preventing Youth Crime' 17th June 2002

⁶ DfES Invitation to Tender 'An Evaluation of Summer Plus: A Cross Department Approach to Preventing Youth Crime' 17th June 2002

The objectives for the national evaluation are summarised below:⁷

- Examine the impact of key workers providing support to participants in Summer Plus
- Assess the delivery models used and identify issues for future delivery, for example how the client was recruited to Summer Plus and how they moved through the programmes once recruited
- Investigate the extent to which participation in different aspects of Summer Plus have the potential to be causally significant
- Examine the potential of Summer Plus to impact on individual participants
- Status: involvement with criminal justice system, levels of participation in education, employment and training after the age of 16 years
- Behaviour: involvement in criminal activity, school attendance, drug use etc.
- Functioning: participant's health and well being
- Affective characteristics: attitudes to criminality, level of confidence, self-esteem, satisfaction with programme etc.

1.8 Faced with high levels of interest in the achievements of the Summer Plus programme, associated with the Government's Crime Reduction Strategy, an interim report and two presentations were also produced. Given that the evaluation took place over a period of six weeks these were in close proximity to one another; one interim report and presentation in early August 2002 after the first round of interviews, at the start of the Summer Plus activities, and the second presentation, after the final round of data collection, in mid September 2002. These were intended not only as a means of reporting back to the evaluation steering group, but to feed into other evaluations being conducted by organisations contracted to DfES. We also attended a number of *ad hoc* meetings during the course of the evaluation as well as taking part in two national key worker workshops.

1.9 This final report draws heavily on the interim report and presentations, but considers the programme's overall performance and achievements, and incorporates feedback from the evaluation steering group up to the 31st October 2002. The report has been written with the expectation that it will provide information which can be fed into the Officials Steering Group (OSG) which, from Autumn 2002, will plan summer activity coordination for Summer 2003.

Evaluation Methodology

1.10 The methodology adopted was principally qualitative and forms part of a wider national evaluation of policies to reduce street crime, many of which have had a quantitative focus. This study represents a small-scale exploratory piece of research with the expectation of producing

⁷ DfES Invitation to Tender 'An Evaluation of Summer Plus: A Cross Department Approach to Preventing Youth Crime' 17th June 2002

complementary in-depth qualitative data, focusing on the delivery of the Summer Plus programme and young people’s views and experience of it. **Some** quantitative data, about young peoples’ attitudes and behaviour, was collected during the course of the study. However, the implications of this data are limited given the scale and the timing of the research, and caution needs to be exercised when making any inferences from it.

1.11 This report also includes crime data provided by the Youth Justice Board (YJB) and figures from DfES’s Management Information Data.⁸

1.12 The data collection programme for the national evaluation of the 12 areas allocated to CRG consisted of interviews with five key target groups (copies of the topic guides used are given in Appendix 1). These were:

- youth participants
- parents/guardians
- key workers
- activity deliverers/providers
- other stakeholders and partners e.g. YOTs, police

1.13 Table 1 shows how many people were interviewed in each target group. Nationally 10, 078 young people took part in the programmes and 761 key workers were recruited. The national target was 9,000 young people

Table 1 – Summer Plus Interviews

Summer Plus Interviews				
Key Workers	Youth Participants	Parents /Guardians	Stakeholders /Partners	Deliverers /Providers
79	132	28	52	44

1.14 There were two rounds of face-to-face interviews with the five key target groups. Interviews were conducted with the same sample of young people in each round; the first around the start of the Summer Plus programme of activities from the end of July to the beginning of August 2002; the second after the completion of the programme in mid September 2002.

1.15 A questionnaire was distributed to the same sample of youth participants in each area three times: at the start of August, at the end of August, and in mid September. This was designed to measure attitudinal shifts during the course of the programmes. (A copy of the questionnaire can be found in Appendix 2).

1.16 Data was also gathered through attendance at two workshops, held by DfES on the 16th September in Manchester and 17th September in

⁸ Op. cit.

London, where key workers discussed key themes and issues relating to Summer Plus 2002 delivery and progress.

Format of the Report

- 1.17 Section 2 of this report focuses on progress made by the Summer Plus programme and an up-to-date review of achievements in relation to a series of key themes. Section 3 considers the impact of Summer Plus in relation to changes in attitudes and behaviour, re-engagement in education or training and levels of youth crime.
- 1.18 Section 4 draws overall conclusions for this evaluation and includes a list of recommendations.

2 SUMMER PLUS: PROGRAMME PROGRESS

The Programme

- 2.1 It is important to remember that the approach taken to the delivery of the Summer Plus programme in the 12 areas we visited was always expected and indeed designed to differ appreciably in a number of ways including:
- Recruitment of key staff
 - Delivery of Summer Plus activities
 - Type of Summer Plus activities
 - Different funding and resourcing patterns
 - Local functions/features (transport arrangements, youth incentives).
- 2.2 Variation and flexibility were the key to delivering quality, needs-led programmes at the local level. This variability does, however, cause problems for evaluators. With no single, best model with which to compare, benchmarking and good practice can be difficult to achieve. We have therefore, adopted a thematic approach to analysis and reporting together with a comparative approach to contrasting different (but often equally successful) models. To illustrate points we think are important or of interest we have also quoted examples and case studies throughout the report.

Key Themes

- 2.3 Data from interviews has been analysed into key themes. These themes summarise the factors which help achieve or constrain successful project progress.

Implementation Issues

- 2.4 The programme was announced in late April 2002 and had to be up and running by mid July. This produced many challenges to be overcome during the initial 'set up' stage of the programme in each area. Resources, in terms of allocation of time allowed for organising and recruiting staff for the programmes, were felt to be insufficient and subsequent difficulties were felt to be sizeable. One such difficulty related to Criminal Records Bureau (CRB) checks for new staff. Data suggests that more time needed to be built in for organising the appropriate CRB checks, once new staff had been recruited, ready for project start dates. The CRB, however, did deal with 1,533 applications through the Connexions Fast Track system that had been set up to cope with the demands of Summer Plus 2002 delivery. 87.6 per cent of disclosures were issued within the target 3-week time frame and so can claim some success in helping meet some very tight timetables.⁹

⁹ DfES 'Summer Plus Management Information National Picture' 6th November 2002

- 2.5 However, the need to implement the programme quickly may have contributed in part to its success. The urgency with which problems had to be solved led to much innovative thinking and a determination to break down barriers and provide what was needed. Several key stakeholders admitted that an 'adrenalin rush' was very apparent with organisers and key workers working long hours to secure access to premises, services and quality activities so as to provide an attractive programme for young people. Risk taking (in the intellectual sense) generally paid off, especially in relation to partnership working where operational staff took the view that they had to learn to work together effectively very quickly. A more measured approach involving, perhaps, more senior staff and based on protocols and negotiation, was not an option and, arguably, would not have delivered the goods.

Delivery Models

- 2.6 The use of funding and delivery of the Summer Plus programme in the 12 areas we visited was extremely varied. Funding was used to extend existing activities for young people, such as Splash and Splash Extra organised by the Police and Youth Services – funded by the Youth Justice Board (YJB) and Department for Culture, Media and Sport (DCMS) and delivered by a range of services - as well as to start up new programmes. Two main models of delivery emerged and for the sake of simplicity we have characterised these as 'Strategic' and "Organic". In practice, while some areas could be seen to adopt one of the 'models' we describe, a large proportion of programmes incorporated a combination of these approaches

Strategically Orientated Model

- 2.7 Strong leadership and close partnership working between organisations and agencies responsible for provision defined delivery of the Summer Plus programme under this model. Strong communication channels were a key feature, which enabled the regular transfer of information and coordination of people and action at a strategic level. This type of joint working was often based on a previous history of working together.
- 2.8 Partnerships between people who met to look at the 'big picture' and assess gaps in provision for their area were the backbone of this approach. In some parts of the country Summer Plus was incorporated into existing provision and funding used to extend existing projects as well as create new programmes to fill any 'gaps' identified. These partnerships were also responsible for the recruitment of key staff and youth participants.
- 2.9 Under this model young people were recruited predominantly using the formal 'list triangulation' method. Recruitment of key staff was handled by partnerships with flyers being sent out to those already in the 'industry', for example, to teachers, learning mentors, Health Authority employees, voluntary organisations and so forth. Recruitment days were also held with several partners in attendance enabling information to be relayed directly to potential candidates about programme aims and what would be required of them. Recruiting and sharing information

in this way had positive benefits for delivery as it meant that key staff were well briefed and had the relevant knowledge and background to be able to get projects up and running very quickly.

Organic Model

- 2.10 One of the main features of the organic model is that it was driven locally and at a more operational level. It capitalised on local knowledge and very effectively utilised established networks of contacts – of key workers, of providers and of young people. As with the strategic model, young people were initially identified by combining a range of lists from a variety of agencies. However, what distinguished/characterised the organic model was the use of outreach work – key workers employing local knowledge of problem areas, estates and gang culture to identify and engage groups of young people at risk and, crucially, their associates. Such groups of young people may not have been on any official lists but were very much part of the target cohort. The organic model was good at identifying these young people possibly ‘lost’ to the system, because they were, for example, not attending school, or any sort of pupil referral unit and, in some cases, not even living at recognised addresses.
- 2.11 Some staff were recruited through secondments from their usual employment posts. This benefited programmes as it meant that staff already had an existing relationship with some youth participants, or at least had some knowledge about young people attending activities. Secondments also avoided the need to carry out CRB checks as staff had already been through this process for their usual employment roles.
- 2.12 This approach had the advantage of being both locally driven, but also locally supported. For example, residents’ associations and local communities were involved in identifying and referring young people perceived to be ‘at risk’. This not only aided community ‘buy in’ for the Summer Plus programme and its objectives but also raised the profile of individuals who were working for the benefit of the community.
- 2.13 It is important to stress that both models can clearly work. What is essential is that local knowledge and experience are applied in the delivery process in order to ensure that provision is tailored to suit the needs of the local community.

Basic Philosophies

- 2.14 The evaluation also revealed differences in the underlying philosophy an area assumed when organising delivery of the Summer Plus programme. In some areas, organisations made an early decision to be very explicit about the programme’s anti-crime focus, while other areas chose to be covert in terms of advertisement about the purpose of the programme. With each approach there were obvious advantages and disadvantages.

2.15 In areas that chose to be overt in terms of programme aims positive benefits included:

- the ability to establish strong relationships with parents more readily;
- increased support and 'buy in' from the local community;
- greater scope to celebrate and advertise programme work and the achievements of young people;

One local programme utilised letters to parents as a principal method of recruitment stating quite explicitly that its purpose was to keep young children out of trouble. Parents responded well and "volunteered" their children. Local publicity capitalised on young people's achievements which should lead to even better uptake in the future.

2.16 In areas that chose to be covert about programme aims positive benefits included:

- recruiting young people who may have been afraid to attend programmes for fear of repercussions from peers or family members or loss of 'street credibility';
- ability to address issues relating to culture and race in areas of particular sensitivity;
- challenging young people's attitudes in a no-blame way;
- building young people's capacity to challenge other people's negative perceptions.

A local programme set up to tackle issues of race and culture in the North of England, where racial tensions had been running high for some time, observed that there would be problems recruiting youth participants. It was recognised that some young people would suffer negative (and potentially aggressive) consequences from family members and peers by getting involved with such a programme. They chose to remain discreet about the real aims of the scheme and marketed the programme as a series of sporting and other activities. Through sports they encouraged mixed cultural interaction, and challenged young people's negative attitudes and preconceptions in a no-blame way. As the programme progressed it also became more possible to deal with issues more overtly.

2.17 Members of staff working at the scheme were encouraged and excited by the success of the programme and the potential to build on their early work and achievements.

"They [young people] want to work together but we're in the early stages of what they consortium hope will be a sustained group of young people to address some of the racial problems".

Key Worker

2.18 Whether programmes were overt or covert most youth participants, who took part in Summer Plus activities 2002, recognised that they had been

recruited because they had been or were at risk of being caught up in trouble in their local area. What is important is that young people welcomed being engaged in some form of activity they found interesting and rewarding.

'[Last summer] probably would've been getting into trouble and hanging around streets. It's been good doing things I wouldn't normally do.'

Youth Participant

'We did skiing, horse-riding, archery at a centre and that was fun. I've really enjoyed myself and learnt a lot about myself and other things I can do'

Youth Participant

- 2.19 What is clear is that decisions regarding delivery need to be trusted to experienced individual(s) who are able to identify local issues and organise delivery within the parameters of the local picture.

Partnership Working

- 2.20 Partnerships were formed in all the 12 areas to achieve joined-up delivery of the Summer Plus 2002 programme and there was good practical evidence of multi-agency working. The degree of partnership strength was, however, variable and depended upon arrangements for joint working between organisations and individuals prior to the introduction of Summer Plus 2002. Key features of strong partnerships included:

- trust between agencies involved in the partnership;
- one body taking overall responsibility for leadership;
- an inclusive approach – everyone having the potential to make a contribution;
- shared purpose and shared values;
- clarity of roles, responsibilities, accountabilities, recognising that some partners needed to be more active than others without being more important;
- mutual respect;
- open recognition of areas of potential conflict;
- good levels of communication and cooperation at all levels between and within partner organisations; and
- the inclusion of partner agencies which were themselves individually successful.

- 2.21 In some areas around the Midlands and in the North and North West of England a history of joint working and communication meant that there existed strong partnerships. These partnerships were well defined with a good understanding of each partner's role, which meant that territorial problems were less of a significant factor and any issues of dispute could be discussed openly and honestly resolved.

In one area that suffered from poor relationships between black communities and statutory bodies, honest and open working relationships created new partnerships. A lead person from the local partnership approached local community representatives with the aims and objectives they had set out to achieve for the area. This person effectively took the partnership to the community (by attending existing group meetings) and invited their views about what had gone wrong in the past and the problems they felt existed preventing joint working. They were keen to let these groups take the lead on how to take things forward rather than be directive. This approach encouraged direct communication about the problems and tensions facing them and eventually resulted in the formation of new trusting relationships, and a commitment to working together where there had previously been none.

2.22 Other partnerships faced difficulties because of:

- little experience of prior joint working;
- partnerships being relatively new and still in the early stages of setting partnership parameters and aims;
- still being in the process of establishing clarity of roles, responsibilities, and accountabilities, and protocols for joint working;
- greater territorialism, and competition for funding between organisations and agencies;
- a poorly or negatively defined community;
- having to manage a transient population (both in terms of key workers and young people).

2.23 Even in the areas which faced these difficulties there was a commitment to improved partnership working in the future.

In a move to encourage multi-agency working and the formation of new and stronger partnerships for delivering services to young people, an area in one of London's Boroughs decided to bring together in partnership a number of major agencies. The YOT, Children's Fund, LEA and Connexions, pooled resources and talents in order to facilitate the most effective summer programme for potential youth participants. While territorialism issues remained, partners signed up to a commitment to working together and resolving areas of potential dispute. It was also recognised that to ensure maximum benefit and use of funds, partners needed to commit effort over the longer term.

2.24 While there is evidence of good strategic working, there was even greater evidence of good operational working. A huge amount was achieved over the summer period, with areas surmounting major challenges in terms of the timescales available for organising and planning how Summer Plus activities would roll out.

2.25 Staff and partners pulled together to ensure the success of the programme. The enthusiasm of staff was enormous and demonstrable in the number of additional hours staff worked above what they were expected to do.

"I am amazed at the way key workers and other staff have gone the extra mile for young people – picking them up, spending all day with them, and then dropping them home. They have been working long hours over what they have been contracted to do and that includes part-time members of staff"

Summer Plus Coordinator

"To find out about the funds in so late and have a programme ready for late June is no mean achievement"

Connexions Manager

Key Workers

Recruitment

- 2.26 Recruitment of key workers¹⁰ was affected greatly by the short timescales that went with delivery of Summer Plus 2002 (see 2.5). The majority of stakeholders and providers we spoke to expressed the view that having a longer period in which to plan, organise and recruit personnel would have eased the difficulties many incurred at the start up stage. Having certainty about the levels of funding much earlier would have helped the whole planning process.
- 2.27 Recruitment followed one of two patterns: advertising for 'new' staff or through secondments from existing employees. Secondment appeared to work best. Benefits included not just expediency, but being able to use existing knowledge for targeting young people - staff often having existing relationships with youth participants gained from their original roles as youth workers, teachers and so forth. This method of recruitment had an added benefit of ensuring continuity of support after the conclusion of the summer programme.
- 2.28 Seconding staff also had benefits because staff had already been CRB checked as a result of requirements for their usual employment.
- 2.29 However, while secondments may be an effective short-term response to programmes that are delivered quickly, they are probably not the most efficient long-term solution, simply because secondees return to their "main" job. Long term any activities programme will need to build upon a bank of key workers to deal with peaks in demand such as Summer Plus.
- 2.30 Those recruited need to reflect a wide diversity of role models for young people. Many key workers and Summer Plus coordinators observed that young people benefited from seeing fresh faces, and being able to form relationships with new people, enabling them to make a new start.

¹⁰ Note that in some areas this was a youth worker or Personal Adviser

"I liked being able to come and talk to new people who I didn't know through trouble I'd been in before. I felt better as they didn't just look at the bad stuff I'd done before. They got me doing new things I'd never thought about."

Youth Participant

- 2.31 Although the concept of a key worker who is 'allocated' to a young person is important, so is the need for choice on the part of the young person if the relationship is to be positive.
- 2.32 One of the successes of Summer Plus programmes was the provision of flexibility and choice in terms of key workers and personal advisors, which allowed young people to develop a wider range of relationships. This diversity and the ability to utilise a range of role model resources enriched young people's experiences and had positive implications for delivery.

Jamal¹¹ developed a strong relationship with his male key worker who had himself grown up in the same deprived area. However, over the course of Summer Plus Jamil was also exposed to white female role models who challenged his macho behaviour and whose advice he latterly sought about some personal family problems. He had felt unable to do this with a man/male worker (for fear of loss of face) but had been previously too unsure of himself to approach a female key worker.

Roles

- 2.33 There were two main ways in which the role of key worker was carried out. The first was an arms-length approach – visiting programmes and young people once or twice a week to help maintain a log book or to assist the provider. The extent to which the one-to-one relationship could be delegated on a day to day basis or for the particular period of time associated with an activity (e.g. a residential) was a judgement made by the key worker. Capable, trusted activity providers engaged in extended, structured activities with young people were the most likely to be given this role. Ultimately, however, the key worker was responsible for the young person and took part in reviewing and redirecting activities and progress. A closer approach involved key workers accompanying youth participants to programmes – they were present every day and arranged and accompanied young people on activities. The extent of the closeness of supervision was again a judgement made by a key worker in relation to an individual young person's needs.
- 2.34 Whichever of these delivery arrangements was used, innovative ways were found of developing relationships with young people and providing opportunities for workers to reach and influence participant's aspirations and behaviour.

¹¹ Name has been changed in accordance with Data Protection protocols

At one scheme young people were taken on a one-night camping trip. They all stayed up most of the night just talking about their circumstances with other young people and their youth workers, giving more details that night than they had previously. Not only was it a very useful way of the youth workers being able to understand and gain the trust, respect and friendship of the young people, but it also gave the provider a number of ideas for activities for them. For example, as a result of the trip speakers from 'Prison Me? – No Way' came to give a talk to young people about the realities of prison life.

- 2.35 Variability and flexibility were also found to be crucial in the key worker role – to be able to turn their hands to a variety of different roles, and often at very short notice to satisfy the needs of young people. For this to be successful, teams of multi-skilled key workers needed to communicate with each other to ensure that at all times young people were being catered for – not just in terms of the overall programme objectives but also in terms of safety issues. Teams with a cultural and gender mix were particularly valuable to young people since they offered choice, different kinds of expertise and experience and a range of alternative, positive role models (2.30).

Selection and Training

- 2.36 The ideal candidate is flexible, enthusiastic and demonstrates a high degree of empathy but also has the “moral authority” to allow them to challenge inappropriate behaviour. Many of the key workers interviewed were from unconventional backgrounds, some having previously offended themselves or having experience of life in the local communities in which projects were taking place. Street credibility had positive implications for delivery and success.

'I've been there, missing school, in a gang, causing bother. I was like that until I had a bad experience with the police and a guy from the local youth club helped me to see the damage I was doing to myself. That made me change and that's why I believe things can change for these kids, if you can challenge them and give them a chance'

Key Worker

One coordinator/key worker we spoke to lived in and was well known to the local community. Her two children were attending Summer Plus activities as a result of her perception of the risk of them getting into trouble because of the area they lived in. As a key worker she was extremely hands-on where delivery of activities was concerned and the youth participants responded well to a face they recognised from the local community. Her position in the community meant she commanded great respect from young people, and their parents, and was able to influence their behaviour more readily.

- 2.37 Key workers with youth work or community work background, and those who in the words of one key worker “*have received their training in the University of Hard Knocks*”, tended to have more initial credibility and to get more involved than those with a social work or teaching background. However, these latter staff seemed more likely to favour systematic assessment and review rather than a more intuitive ‘go with the flow’ approach. It should be stressed, however, that the mixture of staff types

added to the opportunities available to young people and that almost all staff proved adaptable and innovative.

- 2.38 Training patterns and experiences for Summer Plus staff (seconded or otherwise) were varied across the 12 areas. While training was considered an essential ingredient for successful delivery the speed with which programmes had to get off the ground meant that in some areas little, if any, time was devoted to this. Most areas had chosen to second staff as a means of averting potential issues around staff training or had recruited people with previous experience of working with young people, for example those with youth work or teaching qualifications.
- 2.39 That is not to say, however, that we found no evidence of good training packages. Good induction training covered things like:
- information about local and national strategy relating to programmes;
 - scheme aims and basic standards as they applied to staff and young people;
 - roles, expectations and responsibilities in respect of health and safety, and duty of care;
 - risk assessment – personal and in relation to young people;
 - ethical and professional principles in youth work;
 - child protection procedures; and
 - sources of support and development.

Key workers in one area in the South of England highly valued the induction training that was provided. This structured approach got everyone up to speed on critical elements of the programme, emphasised expectations and gave the opportunity to address questions and concerns.

- 2.40 Training was also delivered flexibly in some areas to take account of the different working hours and circumstances of staff, and cope with the demanding timescales for getting projects up and running.

In order to get key workers up and running as fast as possible, one Connexions Partnership designed and developed a training and induction pack that could be taken away by key workers on appointment to enable them to 'hit the ground running'. The pack was straightforward, informative and practically focused. It contained loose sheets leaf sheets that could be referred to as often as required.

- 2.41 There was some concern, especially among programme managers, about the tendency to over-regulate training and to over-emphasise qualifications. While there is a real need to develop staff, flexibility needs to be retained. Many key workers more than made up for lack for formal training by having lots of 'street cred' which enabled them to have an early, positive impact on young people.

Recruiting Young People

Targeting Options

- 2.42 A number of methods were applied during the recruitment process of youth participants in each area. These can be summarised as follows:
- List triangulation
 - Hot Spots
 - Outreach based on local knowledge

List Triangulation

- 2.43 List Triangulation describes the process of targeting young people identified to be at risk of engaging in criminal activity from lists provided by the police, Youth Offending Teams (YOT) and Social Services.
- 2.44 While, in theory, this method is likely to produce a list of individuals who most closely fit the criteria of 'at risk' of offending (already having convictions, truancy, known to the police and Social Services) it may produce unrealistic expectations. Many of the most at risk refuse to attend what is a voluntary scheme. Some are too difficult or violent to have any chance of integration into activities that are also open to young people with no predilection to criminality. Where this was the case key workers had to look carefully at ratios and decide, usually with an input from the police, how much resource the management of this risk would consume or indeed whether it could be managed at all in a few extreme cases involving firearms. In practice, this method was never used in isolation, not least because it ignores the community cohesion elements of the programme.

Hot Spots

- 2.45 Targeting hot spots by compiling crime data on specific areas formed part of almost all areas' efforts to recruit young people. The advantages were that crime reduction was directly related to a known area and represented significant improvement in quality of life for local residents. There is some debate about whether these 'area' approaches should be based on activities newly brought into a site or whether they ought to take young people out of the area, for instance to a city centre location. 'In situ' approaches seem to have the advantages of developing local ownership of programmes and the idea of local citizenship. 'Off site' approaches break down territoriality and offer a fresh start.

Outreach Based on Local Knowledge

- 2.46 Police and community groups sometimes contacted programme organisers about local issues such as young people congregating in inappropriate places, imminent trouble between rival gangs and sudden upturns in vandalism. Key workers were able to respond and prevent new hot spots developing.

'We get calls from local police, or shopkeepers saying there are young people gathering or looking suspicious in car parks or throwing stones. We can talk to the boys and tell them we have something better to offer. They are only hanging about because they have nothing else to do. Recruiting them like this nips trouble in the bud – nicking from cars is simply just boredom and bravado'

Key Worker

- 2.47 Whilst at first this may look like a reactive approach, in practice, it produced good results where key workers knew their 'patch' well. It was responsive to local need and targeted individuals who both met the criteria **and** were likely to attend. The approach also met the social cohesion agenda best as it took into account the needs of local communities as well as individual at risk young people.
- 2.48 It is notable that all three methods (often used in combination) revealed significant numbers of young people at risk who are not known to any part of the system. No one group has complete knowledge.

Targeting Individuals or Groups?

- 2.49 A further issue concerns whether individuals or groups are targeted. While scoring against explicit criteria (convictions, truancy etc) may appear to produce the most definitive list of the 'most at risk' it tends to ignore the social dynamics both of youth crime and programme success. Youth crime is seldom a solitary endeavour and those who associate with criminals are often eventually caught up in their activities. For these reasons it is beneficial to target wider than those at immediate risk of engaging in criminal activity. Additionally, young people are more likely to attend if "*my mates are there*" and producing a culture change in a small group seems more likely to reduce crime than, temporarily, changing the behaviour of one individual.

Activities and Experiences

Variety

- 2.50 What is evident across the 12 areas included in this evaluation is that there was a wide variety of Summer Plus activities being offered to young people, and these activities were provided on a demand led basis.
- 2.51 We saw many high quality programmes characterised by the inclusion of a variety of innovative and traditional activities. Types of activities included:
- sports e.g. football, netball;
 - adventure activities e.g., canoeing, skiing; horse riding, go-karting;
 - music production;
 - first aid;
 - anger management;

- preparing a CV, application forms and interview techniques;
- day visits to theatres, cinemas, and fun parks;
- residential trips; and
- courses run by approved alternative education providers.

2.52 There were many more activities provided than have been included in the list above, and there was considerable diversity among the areas we evaluated. However, what was almost universally true for each area was the young person centred approach to delivery. Young people were encouraged to make suggestions about the type of activities they found interesting and feed back their experiences.

In the Midlands a 'bottom up' consultation approach was adopted to delivering Summer Plus. Young people and their families were consulted to ascertain their needs and wishes and encouraged to contribute to the delivery of schemes where appropriate. Young people who were seen as 'leaders' were encouraged to attend programmes in order to give an additional element of credibility in the eyes of their peers/their friends.

Content

2.53 Activities being offered to young people can be put into two categories - those that were diversionary and those that were developmental. The better programs we saw delivered activities that acted as a diversion while building in developmental opportunities for young people.

2.54 There have been clear developmental benefits as a result of the summer 2002 programmes. Some programmes incorporated activities aimed at improving basic skills and confidence, while others focused on particular types of training activity, for example the use of Information and Communication Technology. There have been many examples of these courses bringing about positive changes in young people's lives.

One young mother on the Summer Plus programme was keen to enter further education and study for a vocational qualification in travel. She was however apprehensive about using a computer for her studies. When interviewed later in the research, she revealed that she was indeed studying for a vocational qualification in Travel and Tourism, and that the administration and IT experience and training on Summer Plus had given her the confidence to do this.

2.55 Activities that focus on development are preferable for long-term progression, continued engagement or re-engagement back into education, training or employment. However, engaging young people in the first place was key and programmes tended to 'hook' young people with activities that they could get out and enjoy.

2.56 Imaginative ways were found for keeping young people engaged throughout the day aside from the activities themselves. Food and 'chill out' rooms were provided for young people on site – this guarded against them wandering off to get food or chat with their mates, and possibly ending up back hanging around on the streets.

- 2.57 Projects also used excursions, such as trips to theme parks and camping/adventure residentials, to encourage attendance and compliance on other scheme sessions and courses. This worked extremely well.

¹²Julie, a thirteen year old girl, had a history of shoplifting and her Mum was keen for her to be engaged in something positive during the summer period. A program of sessions had been organised for her each week at a local project, most of which she initially missed. To encourage her attendance Julie was offered a free trip at the end of each week for attendance at all the sessions. She began to attend most of the sessions and was awarded with a three day camping residential at the end of the five-week programme. The project itself educated her in commitment, goals, and consequences, the trip at the end of each week being the incentive. This encouraged Julie to face her fears and tackle them straight on.

- 2.58 Continuity of support, however, is essential to ensure that any developmental impact continues with long-term goals in mind.

In the first week youth workers discovered that some of their young people had been involved in vandalising a local park. Not only were they banned from attending trips but they were also given the job of clearing up the mess they had made. Behaviour altered significantly following this. This particular group of young people now help to maintain the park, and have been seen chasing off other young people who have attempted to vandalise the park. A few of them are also now on the park committee and have been taken by their youth worker to take part in meetings. The lady who runs the park facilities (on a voluntary basis) was able to confirm how far these young people and their behaviour had progressed during the summer. She stressed however that continuity of provision and support was vital to avoid things slipping back to how they were before and undoing all the good work that had been achieved.

Experiences

- 2.59 Qualitative feedback has indicated that Summer Plus activities have had a positive effect on young people's self confidence, social skills and personal development. The programme provided enjoyable and developmental activity for many who would not otherwise have been engaged in any sort of purposeful activity.
- 2.60 Positive benefits included improvements in individual confidence and self-esteem, and a real sense of citizenship and empathy for others.

¹² Names have been changed in accordance with Data Protection protocols

One youth participant was described by their key worker as having changed immeasurably over the course of the programme. He had moved on from being one of the main 'trouble makers' at the start of activities. This was demonstrated on a day that began with a canoeing session and ended with a trip to Blackpool. A fellow youth participant who had canoed that morning decided that he couldn't go on the afternoon trip. The reason was that he did not own a spare set of dry clothes into which he could change – without being asked or prompted the original 'trouble maker' produced a bag of his own clothes that he had brought from home having anticipated his friend wouldn't have had a change of clothing. Staff felt this demonstrated a major shift in behaviour in the short period of time this young person had been on the programme. Key workers were both astonished by and proud of the degree of kindness and empathy shown by this youth for his peer.

- 2.61 Young people have also been encouraged to think more about other cultures and lifestyles, and this has improved their ability to respect and value differences within the communities in which they live.

White and Asian young people on one program, after initially remaining segregated, were encouraged to mix and learn about other young people's and workers' lifestyles and values. Key workers built in events that celebrated differences in culture. They took turns to cook both British and Asian foods. Trips were organised to different communities in which youth participants lived, and young people were encouraged to show people around their favourite areas. From this a video/photographic exhibition was set up displaying the things young people liked about their communities and the things they did not. As a result of these activities, intercultural understanding and acceptance was a lot higher than before.

- 2.62 Youth participants have also expressed being more aware of individual abilities and opportunities available to them, and, most importantly, a will to change their lives in a positive way.

One young man was referred to Summer Plus with significant alcohol and behaviour problems. Within four weeks of being referred to the programme he was openly discussing things with his key worker. As a result of these talks, and with the help of his key worker, a personal action plan was put together to address his situation and help him move forward.

- 2.63 Members of the public living and working in the local communities have also been exposed to these changes in behaviour. This has had positive implications for reducing fear of crime within communities as well as promoting greater community cohesion.

A taxi driver passed on to Summer Plus key workers a conversation he had with one 'high risk' Summer Plus attendee. The young man – who was 'well known to the police' – was asked what he had done at Summer Plus today. He told the taxi driver the things he had been involved with, but went further to say that, he really appreciated the work the key workers had done for him and that the activities and support from staff had made a positive impact on his behaviour.

- 2.64 As a result of programmes some young people have also re-engaged with education and other social support networks. This has allowed them to make positive changes to their lives and plan proactively for a better future.

A thirteen-year-old boy had had a very difficult few years. To feed his sister's drug habit he had been stealing and working as a rent boy in the city centre. As a result he had not been attending school regularly for some time and demonstrated a number of behavioural problems. The Summer Plus key worker worked with him very closely to agree an action plan. His stealing and involvement with prostitution are now much reduced, his domestic arrangements are more settled and he 'definitely' plans to start attending school regularly – with a full package of support.

Assessments

- 2.65 There is concern over prior assessments of young people being made available to key workers who were unknown to the youth participants they were in direct contact with. In nearly all of the areas we visited key workers stated that they had not had background information relating to youth participants on the Summer Plus 2002 activities. This in some cases was due to the transient nature of the attendees, or by the nature of recruitment (for example, if this had been by outreach work). In other cases it was due to the lack of time to organise and accumulate this information.
- 2.66 Few systematic assessments were carried out with youth participants in practice and we found no evidence of formal assessment packages, such as the Assessment, Planning, Improvement and Review (APIR) Framework being used. When questioned whether such a tool would be appropriate key workers felt that this would be too time-consuming, but something similar, but shorter, that was purpose developed could be useful.
- 2.67 It should be pointed out however, that this was not seen as having any significant impact on outcomes relating to participants. Due to the skill and enthusiasm of ground level staff there were no notable problems arising as a result of this information being missing. In some areas this was felt to be a positive thing that enabled young people to engage in activities free from 'old baggage' and with a clean slate.
- 2.68 A more continuous process would, however, allow better assessment in relation to:
- Initial planning
 - Distance travelled
 - Long-term planning/handover.

The use of action plans and log books with heavy client involvement may be the best starting point for developing simple assessment tools.

Continuity and Exit Strategies

- 2.69 In many areas the programme ended as it had begun – too quickly. In some places no provision had been properly organised to ensure continuity of support once the summer programmes had ended, which meant that young people were effectively ‘lost’ once the activities had concluded. Even in areas which had incorporated procedures and strategies to ensure continuity of support for youth participants, by way of a hand over at the end of the summer, in practice, they found that they could not function as anticipated mainly due to timing constraints and the conclusion of staff contracts after the six week period.
- 2.70 In places where there was more continuity of staff after the summer this was less of an issue, as key staff would be continuing to see youth participants post August 2002. Programmes need to be seen as an all the year round process to be most effective and ensure support and developmental opportunities are available on a continuous basis.

Key workers in one area were recruited to stay in post until March 2003. This was to provide continuity of provision and support to young people once Summer Plus 2002 had concluded. These key workers would continue to see youth participants through youth clubs set up in the evenings after school, and at weekends, providing further development opportunities for young people and a supportive environment in which to interact with others.

Value for Money

- 2.71 Early planning and agreeing an overall strategy for delivery and continuity of support was found to have real benefits. Whilst the *ad hoc* way in which Summer Plus was delivered in some areas yielded definite benefits, as discussed earlier in this section, it also made it difficult for organisers to ensure that programmes were properly resourced. Many schemes had to organise activities quickly and found themselves in competition with other organisations for transport, training and venues.
- 2.72 Having the programmes roll out on a continuous basis, or allowing time to establish a strategic overview of Summer Plus type provision in an area would permit budgets to be concentrated as complementing existing programmes and allow scope for more centralised bargaining. Local Authorities, for example, can negotiate far better deals related to transport than any individual scheme. The same is true for insurance and activities themselves.

Accountability

- 2.73 There were a number of tensions between financial accountability and programme flexibility. All the programmes demonstrated high levels of flexibility to ensure that young people’s needs were being met. To facilitate this flexibility key workers needed access to ready cash. Some

local authorities and other partner organisations did not recognise this need.

Key workers in one area in the South of England had difficulties when it came to paying for youth participant's food. They had a cash limit of £30 at a time. This resulted one day in a key worker having to make two trips back to the office in order to pay for food at a local fast food house for a group of young people as they did not have enough money to pay for a single order. This was both time consuming and impractical, and the key worker felt it weakened her position in front of the youth participants.

- 2.74 While accountability is an essential component of any programme, monitoring processes should be appropriate to the risk in order to avoid stifling good practice with bureaucracy.

3. OUTCOMES

Changes in Attitudes and Behaviours

Questionnaire data

- 3.1 The evaluation sought to measure changes in attitude and behaviour through the use of a structured questionnaire for young people participating and a series of interviews with them, their parents and their key workers.
- 3.2 The questionnaire was based on an adaptation of Crimepics II – a tool used in risk assessment and as an early predictor of the success of offender rehabilitation programmes.
- 3.3 The questionnaire is in two parts. Part I consists of twenty questions which aim to measure:
 - Positiveness to education
 - Self-esteem
 - Locus of control
 - Functioning
 - The extent to which crime is seen as worthwhile.
- 3.4 The second part lists fifteen problem areas which respondents rate in term of how big each problem is in their life.
- 3.5 The questionnaire was completed at the beginning of the programme, at its end and again at a follow-up meeting two to three weeks after the programme finished. There were, however, problems with the data collection, especially at the end of the programmes and at the follow-up stage, primarily due to the fact that young people and their key workers were no longer engaged in the programme. While we have a base line data on 90 young people, subsequent stages had much lower responses (31 and 41 respectively). Since the research design requires the **same** young people to be compared across time this means we can only compare the smaller number in each data collection. For these reasons the results for Part 1 of the survey are all statistically insignificant ($p > .05$).
- 3.6 Part II on the questionnaire (Problems) showed three statistically significant positive changes in young people's scores as measured at the beginning, and again at the end, of the programme.

- 3.7 While on the programme there had been changes in questionnaire scores in relation to:
- an improvement in employment and educational prospects
 - a reduction in problems associated with gambling (probably arcade going)
 - an improvement in how good they felt about themselves.
- 3.8 Longer term i.e. as measured between the July start and the mid-September follow up, the only significant improvement was in the “need for extra excitement in life” i.e. they crave less extra stimulation. It could be argued that these four statistically significant findings give a useful indication that the programme was working. Young people felt more positively about education and employment and about themselves more generally. However, even with these statistically significant results we have some concerns as the changes were being measured over a very short period of time and we have no means of knowing if any changes are sustained in the longer term or what else may have affected the change.
- 3.9 On the whole we were not very happy with the suitability of the instrument we used (in the absence of anything else that could be quickly understood and administered) and in future it will be necessary to develop a toolkit for easily measuring and monitoring attitudinal change for young people on activities programmes, so that distance travelled and progress can be accurately tracked.

Interview Data

- 3.10 However, interview data based on asking quite similar questions was more revealing. Young people reported:
- Improved self-confidence and self-esteem
 - Less involvement in crime, especially
 - vandalism
 - antisocial behaviour
 - street crime
 - Less drug/alcohol consumption
 - More care for others and others’ property.
- 3.11 Young people reported that their principal problems were associated with boredom and lack of opportunity to engage in activities either because there were none or they were financially out of their reach. With nothing much to do they tended to stay in and watch TV or to congregate with other young people. If they did the latter they were often moved on by police, or shopkeepers and security staff. Being

moved on was demeaning and, of itself, was often the cause of antisocial behaviour.

“You’re not doing anything, not causing any harm but the shops don’t like you hanging around. Security blokes come and stand near you like they’re accusing you of thieving or something. So we do stuff to deliberately annoy them like knocking stuff over or switching stuff ‘round. Then they chase us away. – it’s a bit of a laugh.”

16 year old boy

“The police around here don’t like to see young people hanging around in the town centre. They think it’s threatening so they park their (police) car opposite and just stare at them hoping they’ll go away. Problem is there aren’t too many places to go and the young people aren’t really doing anything wrong. So they (the young people) just stare back and then the name-calling starts and the whole thing just gets out of control”.

Key worker

3.12 Many positive comments were of the “I didn’t realise I could...” variety.

“I have never had the chance to do photography before. When you get into it it’s really good. My mates have been really impressed ‘cos my shots show them being really cool. I though you had to be dead arty but here they show you how to use the cameras and computers and they give you a chance to show what you can do”

15 year old boy

“We (have) done dancing before but this was better. You got to know other people from outside your areas and we had to devise that act from scratch so you need to know what everyone can do. My mum and sister couldn’t believe we were going to be in a big show at the end of the summer. It was great and there were lots of other groups there as well. It was good because we’d all worked together. I definitely want to do it again next year and try to do some singing as well”.

15 year old girl

3.13 Opportunity gave rise to experience, which in turn raised awareness of the possibility of personal change. The extent to which this happened was very much dependent on the way activities were presented and undertaken. Where activity was structured and part of a genuine development programme, it was more likely to be effective than where it was purely diversionary.

“The trips and the residential were great; I learned a lot about myself and working in a team. Not everyone got to go, people who wouldn’t behave. I thought that was fair”.

15 year old boy

“At first people didn’t like writing a log book, couldn’t see the point. But when we go to the residential I used it (the log book) because it made me realise that I’d been learning lessons about myself and the rest of the team for two or three weeks. It was very good”.

14 year old boy

“You’ve got to lay down rules, goals for the day and there are no treats if they don’t achieve them. If we all go off to Alton Towers I want it to be because everyone deserves to be there. You send the wrong message if the bad boys get the same as those who have worked hard”

Key worker

“We started out just playing different sports which was OK. We filled in log books, everyday. They (key workers) helped us so you didn’t feel stupid if you weren’t any good at writing. It did help you to understand what you needed to get respect – like turning up on time, not getting angry when you lose. It’s the same at school now: I know what I need to do – control my temper and not run off and blame someone else when things go wrong. John was my key worker and he’s a mentor in the school, so I talk to him about the things I learned nearly everyday”

Boy 16+ previously an infrequent school attender – now studying vocational qualifications in the sixth form.

3.14 Where we were able to interview parents these views were confirmed. Additionally, parents reported better “functioning” across a range of behaviour including:

- Improvements in family relationships
- Better energy levels
- A sense of purpose.

3.15 From what parents said, their children were discussing their activities and were communicating their enthusiasm and commitment about activities and achievements. In many cases this had encouraged parents to allow other, younger, family members to join in and in a significant number of cases for parents themselves to contribute to community-based activities.

- 3.16 Young people mainly commented that having activities kept them out of trouble. As far as they were concerned “getting into trouble” was caused by a number of factors, including:
- Having few opportunities
 - Having poor resources
 - Lacking the skills and confidence to organise something themselves
 - Events overtaking them
 - Having poor knowledge of alternatives.

This was often expressed as “*nothing to do around here*”, “*no money – everything’s too expensive*”; “*can’t afford to go to town/cinema/bowling*”; “*nobody I know lives ‘round here*”; “*parents won’t let me...*”

- 3.17 No-one we spoke to have ever ‘planned’ to get into crime as a lifestyle choice. Rather they drifted into nuisance behaviour through boredom and this escalated into petty crime through association with others. When closely questioned about what alternative activities they would have engaged in, few could describe real alternatives. Most would have been bored and at the beginning of the cycle of “getting into trouble”.

“This (Summer Plus) has been great. Without it I would have had nothing to do like last year. I’ve learned a lot about myself”

Boy 16

“We need schemes like this - my daughter has had something to do every day, she has been camping and has played a lot of sport which has helped her to get a place in a professional youth team. It has also kept her away from people who do drugs – other kids her age are used as couriers, sometimes by their parents”.

Mother of 15 year old

- 3.18 At a local level we interviewed a number of stakeholders who might be expected to have a view on the impact of Summer Plus on crime reduction. These were mainly partners and organisations such as the local police, YOT, community group leaders and youth leaders. Many had had an involvement in the running of the programme or were involved in other programmes such as Splash and Splash Extra.
- 3.19 Logically, if large numbers of young people at risk of offending are engaged in diversionary activities for extended periods of time then there will be fewer offending opportunities and hence less offending. Keeping activities going well into the evening was felt to be an essential ingredient for success. Local police representatives were very positive about outcomes, not just because they saw declines in disturbances, incidents and arrests but because they were often in a position to use

places on Summer Plus as a means of heading off the development of new hotspots. Community groups too found the programme useful for 'absorbing' potential local problems. Police and community leaders praised the programme for creating an air of calm in areas where they might have expected tension.

"Certainly, from growing community reports, local police on beat also reported a reduction in complaints. Just for the fact (young people) are engaged. [Summer Plus] has reduced potential crime.

Key worker

- 3.20 The impact of the key workers in affecting these changes was two-fold. First they were crucial to recruiting and retaining participants. Second, they oversaw the development process, providing much needed encouragement and feedback and helping participants to see their behaviour in perspective. This latter point was emphasised by many participants, that the key worker improved their ability to see a bigger picture and to work out how to avoid situations in which boredom (and the need for excitement) led to disruptive behaviour. The one-to-one relationship made possible by the key worker enabled personal development to take place in a way which could not have happened in a "play scheme" where young people are simply "minded" in an effort to divert them from antisocial behaviour.

Returning to Education and Training

- 3.21 One of the main aims of Summer Plus was to re-engage young people outside education and to reinforce education's value to those already engaged.
- 3.22 Of our sample, 66 were of an age when they should have been in compulsory education. Of our sample, 18 out of the 66 who should have been in full-time compulsory education were not (27 per cent). At the time of the follow-up study (September 2002 - two to three weeks after the end of the programme) 12 of these (66 per cent) were back in full-time education and the remainder were attending a Pupil Referral Unit or similar so it could be said to be re-engaging in the educational process. Additionally, 11 young people out of 92 (12 per cent) over the age of 16 who had a history of non-attendance were now in sixth forms or FE colleges. These figures are in line with national monitoring data (71 per cent returning to education; 6 per cent returning to employment or training).¹³

¹³ DfES 'Summer Plus Management and Information – National Picture' 6th November 2002

- 3.23 Follow-up interviews with young people and staff in schools (usually Mentors) revealed that young people's experience on Summer Plus had given them confidence in themselves and shown them that there were alternatives available in which they could be successful and, in some cases, demonstrated to them that in order to achieve longer term goals they needed first to get a qualification.

A Team Player

One boy always wanted to be a car designer. He has books of carefully drawn designs which show great flair. However, he was not doing well at school and failed to apply himself to basic things like English and Maths because they were boring. He spent a lot of time on his own doing very little. His parents referred him to Summer Plus where he spent six weeks engaged in team sport activities. The impact has been to make him much more of a team player and to talk to others about his problems. He now has a more focused career goal and recognises that he needs qualifications to pursue it. He is now taking vocational qualifications in the sixth form.

- 3.24 Interview data, and the views expressed at the Key Worker Workshops, does, however, raise some questions of sustainability. For many young people, Summer Plus had raised both alternatives and expectations: alternatives to traditional school/curriculum options and expectations that these could be provided. As key workers at a national workshop pointed out, there are allowable alternatives to school including work and college as well as special out-of-school units and home tuition. In the past the 'alternative' was often provided in a school setting and tended to further stigmatise "failing" pupils. Unless and until funding follows young people the alternatives needed will not be available in sufficient volume.

A purely instrumental view ("*I'll stick it out because I have to get what I want*") may be insufficient motivation for those who, by definition, find school unappealing or difficult. For the impact to be sustained the options also need to be more available all year round.

Impact on Street Crime

- 3.25 A key issue for the evaluation of Summer Plus is the extent to which street crime has been reduced. In making a judgement about this, there are three important caveats.
- 3.26 **First**, the programme ran for a relatively short period of time, only in areas selected because they had high crime rates and these areas varied considerably in the types of crime which was recorded. Also the programme was intended to be developmental – not purely diversionary – and so the programme's effect may not be readily measured in the short-term.

- 3.27 **Second**, there were many initiatives, national and local, aimed at resolving 'street crime', 'youth crime', 'vehicle crime' and 'racially aggravated offences', to name a few, which were operating concurrently either throughout England, or targeted at much the same areas. This is in addition to training initiatives involving the police and community workers. **We therefore need to be careful not to attribute improvements in the rate of youth crime solely to Summer Plus.**
- 3.28 **Third**, there are challenges in the use of any data set to gain a true picture of any impact over such a short period of time. Incident data cannot be disaggregated by age (at this stage no-one knows who the perpetrator is). Arrest and conviction data contains inevitable time lags (it often takes months to bring a case to court) and in any case ignores the many other outcomes of the justice system in relation to young people.
- 3.29 Having looked at a number of possible indicators our conclusion is that Youth Justice Board data, based on 19 categories of offence and collected via YOTs, which records numbers of young people brought to the attention of a YOT for whatever reason (e.g. arrest or concern) is probably the most reliable indicator of whether the incidence of youth crime has changed in a particular area.
- 3.30 To try to assess the impact of Summer Plus we took YJB data for the five quarters from July 2001 – September 2002 and calculated the percentage increase/reduction on a quarter by quarter basis, using the quarter July – September 2001 as a baseline (= 0). This statistical procedure is necessary because the absolute number of crimes in Summer Plus areas is very much higher (around three times higher for robbery for instance) than in the rest of England. Some of the seventeen categories do not apply to street crime and have been excluded from the analysis. (for a listing of the categories included see appendix 3).
- 3.31 Analysis revealed little, if any, difference between crime reduction trends for young people aged 10 to 17 years in Summer Plus as opposed to non Summer Plus areas until Summer 2002 when a significant divergence occurred:
- For the eleven categories of crime analysed, overall crime has been reducing since the end of 2001. It has declined at a more rapid rate in Summer Plus areas but a significant change in the rate of change occurred in the summer of 2002 (11 per cent improvement in Summer Plus areas v 2 per cent in other areas of England. (See Graph 1 and table 1).

Graph 1: Percentage change for each quarter from 2001 quarter 3 – Street Crime

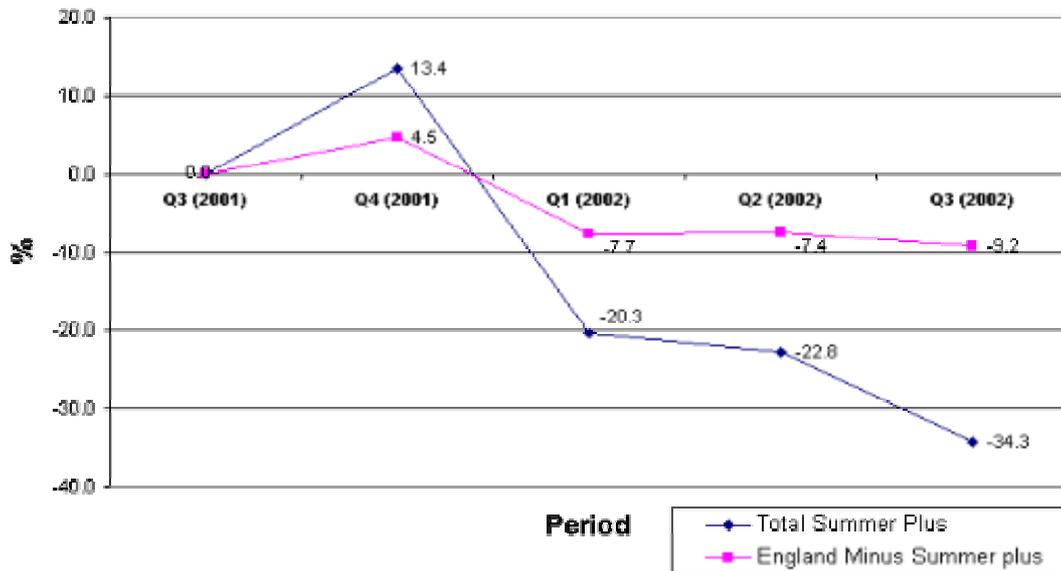


Table 1: Percentage Differences from Q3 for Street Crime (Absolute cases in brackets)

STREET CRIME	Q3 (2001) (baseline)	Q4 (2001) % diff from Q3 (2001)	Q1 (2002) % diff from Q3 (2001)	Q2 (2002) % diff from Q3 (2001)	Q3 (2002) %diff from Q3 (2001)	Diff Q3 2001 -Q3 2002
Summer Plus Areas	0.0 (13707)	13.4 (15543)	-20.3 (10930)	-22.8 (10582)	-34.3 (9007)	(4700)
England Minus 34 Summer plus Areas	0.0 (36414)	4.5 (38069)	-7.7 (33606)	-7.4 (33725)	-9.2 (33054)	(-3360)

- The number of young people (aged 10 to 17 years) brought to the attention of Youth Offending Teams for robbery in Summer Plus areas declined by 9% compared with the previous quarter. In non Summer Plus areas it increased by 10% (see graph 2 and table 2). Other categories of crime follow a similar pattern.

Graph 2: Percentage Change for each quarter from 2001 quarter 3 – Robbery

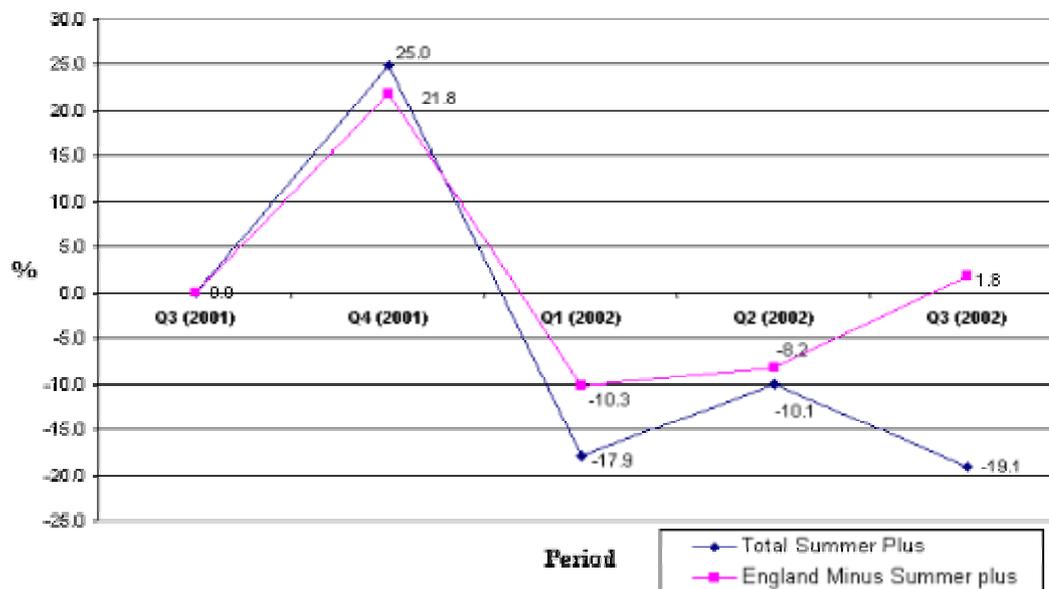


Table 2: Percentage Differences from Q3 for Robbery (Absolute cases in brackets)

ROBBERY	Q3 (2001) (baseline)	Q4 (2001) % diff from Q3 (2001)	Q1 (2002) % diff from Q3 (2001)	Q2 (2002) % diff from Q3 (2001)	Q3 (2002) %diff from Q3 (2001)	Diff Q3 2001 - Q3 2002
Summer Plus Areas	0.0 (658)	25.0 (822)	-17.9 (539)	-10.1 (591)	-19.1 (532)	(126)
England Minus 34 Summer plus Areas	0.0 (604)	21.8 (736)	-10.3 (542)	-8.2 (555)	1.8 (616)	(-12)

- On the same basis, the number of Breaches of Statutory Orders increased by 12 % in non Summer Plus areas and decreased by 16% in those areas with Summer Plus (see Graph 3 and Table 3)

Graph 3: Percentage Change for each quarter from 2001 quarter 3 – Breach of Statutory Order

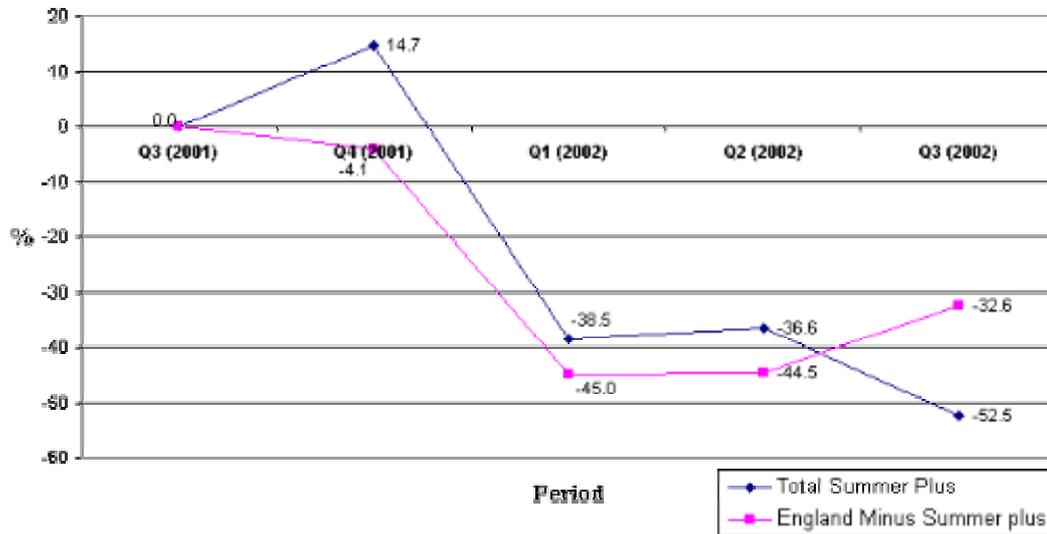


Table 3 - Percentage Differences from Q3 for Breach of Statutory Order (Absolute cases in brackets)

BREACH OF STATUTORY ORDER	Q3 (2001) (baseline)	Q4 (2001) % diff from Q3 (2001)	Q1 (2002) % diff from Q3 (2001)	Q2 (2002) % diff from Q3 (2001)	Q3 (2002) %diff from Q3 (2001)	Diff Q3 2001 - Q3 2002
Summer Plus Areas	0.0 (899)	14.7 (1033)	-38.5 (553)	-36.6 (571)	-52.5 (428)	(471)
England Minus 34 Summer plus Areas	0.0 (2298)	-4.1 (2203)	-45.0 (1263)	-44.5 (1274)	-32.6 (1550)	(748)

3.32 On this basis, we believe it is safe to conclude that Summer Plus has contributed to reversing the traditional increase in Youth Crime over the summer months.

4. CONCLUSIONS, RECOMMENDATIONS

Conclusions

(numbers in brackets refer to paragraphs in the main body of the report)

4.1 This report focuses, as its terms of reference require, on evaluating

'The extent to which Summer Plus has been successful in meeting its stated aims and objectives to reduce street crime in 34 LEA areas by offering key worker support to young people at risk of crime and ensuring they are engaged in purposeful activity throughout the summer'. It must also 'assess the delivery models used and identify issues for future delivery' and 'investigate the extent to which participation in different aspects of Summer Plus have potential to be casually significant'. (1.7)

4.2 In summary this small scale and mainly qualitative evaluation concludes that the experiences of the Summer Plus programmes have been rich and complex: and that major challenges have been identified and often overcome – all in a relatively short period of time. (2.4, 2.5 2.24, 2.57)

4.3 In particular:

- Funding has been used in some areas to extend existing activities funded by the Youth Justice Board (or the Youth Justice Board and the Department for Culture, Media and Sport jointly), such as Splash and Splash Extra organised by the local Youth Offending Teams, as well as to start up new programmes and projects aimed at the Summer Plus target cohort. In other areas the funding was used solely to start up new programmes. (2.6)
- Approach to delivery was varied with areas adopting a 'strategic' or 'organic' model to delivery – although more frequently a combination of the two. Strategic approaches were driven centrally, with partnerships coordinating all aspects of delivery. Organic approaches were driven locally and on a more operational level capitalising on local knowledge and very effectively utilising established networks of contacts – of key workers, of providers and of young people. (2.7 – 2.13)
- Many challenges had to be overcome during the initial 'set up' stage of the programme in each area. Resources, in terms of allocation of time allowed for organising and recruiting staff for the programmes, were felt to be insufficient and subsequent difficulties sizeable. (2.4, 2.5)
- Recruitment of youth participants has been varied and been achieved through a combination of approaches. Some young people were targeted using lists from the police, YOTs and the local LEA; others through outreach work by key workers and self-referrals

by young people's peers and family members and some by targeting hot spots. (2.42 – 2.49)

- A wide variety of Summer Plus programmes have been offered to young people, and these activities have been client-centred and needs led. There existed a great deal of flexibility around the delivery of these activities and participants were encouraged to make suggestions about what they would like to do. This increased commitment and 'buy in' to programmes. (2.50 – 2.57)
- Programmes used imaginative ways of keeping young people engaged throughout the day, which included the provision of food and recreation to retain them on site. (2.56)
- The impact on young people who participated in programmes was very positive with improvements in self-confidence, empathy towards others, respect towards authority figures, and a reduction in negative behaviour. (2.58 – 2.63)
- Key worker roles always included developing a one to one relationship with the young person although on a day-to-day basis supervision on activities was often delegated to a provider. Both close and delegated styles can work well if applied appropriately. (2.33 – 2.35)
- Young people and key workers demonstrated a high degree of enthusiasm for the programmes. This extended to some key workers, quite happily, putting in far more hours than originally expected to ensure successful delivery. (2.25)
- Some strong partnerships have been formed and there was good evidence of joint working whether partnerships were in their infancy or not. In some areas where there had been a history of poor relationships, honest and open working relationships have created new partnerships. (2.20 – 2.25)
- In almost all cases, prior assessments were not made available to key workers for youth participants with whom they did not already have an existing relationship. (2.65 – 2.68)
- Developmental approaches had more impact on young people than approaches that were purely diversionary. Developmental approaches usually included an explicit educational component. (2.53 – 2.55)
- Exit strategies were not in place in all areas, and in those areas where they were, resourcing issues meant they were not adhered to as anticipated. Intended handovers, between key workers, personal advisers and those responsible for providing ongoing support, were often missing because one or more of the post holders had moved on. (2.69, 2.70)

- Initial follow-up data suggests a high proportion of those eligible are returning to school and with renewed motivation. (3.21)
- Evidence suggests that Summer Plus 2002 **has** had an impact on youth street crime. Information, from interviews conducted with key target groups in the evaluation, indicates that Summer Plus programmes have been successful in keeping young people thought to be at risk of crime engaged in purposeful activity. (3.10 – 3.20)
- An analysis of YJB data for the relevant period suggests that Summer Plus, along with other initiatives, has had an impact on reducing youth crime. (3.26 – 3.32)

Recommendations

Retain flexibility

- 4.4 Flexibility of recruitment of young people and of key workers has been a principle strength allowing local targeting and the provision of a needs led programme. Financial flexibility is useful too, with decision making left to key workers. For example, keeping a petty cash float to pay for burgers, video rental etc.
- 4.5 While staff training is an essential component in the planning of programme delivery, care should be taken that courses do not inhibit the innovation and initiative we found demonstrated by staff across the areas we evaluated. The flexibility and freedom that was afforded programmes this summer should not be lost; it is seen as an essential ingredient in much of the successes of Summer Plus 2002. Any training needs to enhance skills and encourage innovative thinking and approaches to decision-making, rather than teach processes and procedures.

All these aspects of flexibility need to be retained. (2.2, 2.13, 2.19, 2.30, 2.32, 2.35, 2.37, 2.41, 2.48)

Improving Timescales

- 4.6 The need for a rapid start up caused problems and led to a certain amount of waste. **Programmes need more time to plan ahead. Some very clear messages about targets and funding levels need to be made by the end of February 2003 at the latest.** Other messages about programme success would help to maintain momentum. (2.4, 2.4, 2.24, 2.25, 2.26, 2.69, 2.71)

Retain key workers

- 4.7 Key workers have been very successful in changing the lives of the targeted young people. The ability of key workers to give young people individual attention is vital to this success. **Maintaining key**

workers/young people ratios at the current level is essential for future years. (2.26 – 2.32, 2.36, 2.26, 3.20)

Develop teams

- 4.8 Although individual interaction is a key feature it is essential that young people have access to a range of adult workers so that they can choose a suitable work plan and also have access to expert views and guidance. **Developing teams of key workers with overlapping roles and responsibilities is the best way of doing this.** (2.30, 2.35)

BIP – A Continuous Programme

- 4.9 Treating Summer Plus as a separate entity caused problems of continuity. Seeing it as an enhanced part of BIP that needs to kick in when conventional education is not available is a better way of looking at it. **Emphasising a whole year approach would pay dividends.** (2.68, 2.69, 2.71, 3.24, 3.25)

Target groups as well as individuals

- 4.10 The social dynamics of youth offending are not to be underestimated – neither are the beneficial effects of peer pressure. **Including associates, siblings and wider group members in the target groups is essential for success.** (2.48, 2.49)

Audit selection processes not lists

- 4.11 Although the above point might be seen as target dilution it need not be so if there is a proper process of consultation between stakeholders. Applying strict entry criteria for individuals will not of itself deliver a good programme. It is, however, important that the various processes at work in targeting recruits is understood by all those involved. **Audits of eligibility need to include an audit of the parties' understanding of these processes.** (2.43, 2.46, 2.47)

Better Assessment and Progress Checking

- 4.12 Developmental processes need record keeping. Although we found plenty of this going on at an intuitive level some better, simpler tools need to be developed to aid feedback for the young person and for continuity among staff. **Work needs to be done to identify best practice.** (2.65 – 2.68, 3.8, 3.9)

Appropriate Levels of Accountability

- 4.13 Accountability is essential in any use of public money. **Monitoring burdens should be proportional to the risk of fraud.** (2.73 – 2.74)

Building Effective Partnerships

- 4.14 No one organisation has the knowledge and resources to provide effective, positive activity programmes for young people. Partnership

approaches are essential but not “just happen”. **Efforts and resources need to be devoted to building and maintaining local partnerships.**
(2.20 – 2.21)

Appendix 1

Interview Topic Guides

TOPIC GUIDE 1: Participants
(use for both 1:1 and focus group discussions)
DfES/ Summer Plus Evaluation

Pre-enter where possible

Interviewee: Name(s):

Interviewee: Gender

Interviewee: Age (approx.)

Interviewee Location (Town/Region):

Programme/Service Accessed:

Interview Date:

Interviewer:

Section 1

Interviewer Briefing

The aims and objectives of this project are: "To carry out an evaluation of the Summer Plus programme in England". Key objectives include:

- Evaluating the impact of key workers
- Evaluating the impact of Summer Plus on young people (aged between 8 and 19)
- Assessing the programme in terms of what works/does not work and the effect of partnership working

The Evaluation will take place in three rounds; the first round at the start of the programme; the second when it formally ceases in late August; and finally in mid to late September with respect to outcomes.

Data is being collected from:

- 12 locations across England
- In depth interviews in each location with:
 - Key workers
 - 8 – 10 young people
 - Stakeholders
 - Providers

SUMMER PLUS TOPIC GUIDE - Participants

Briefing

1. There are a couple of points to bear in mind about this client group:
 - i) They will already have received quite a lot of assessments
 - ii) They may well regard CRG evaluations as part of the “officialdom” with which they have to cope.
 - iii) They may not have very high levels of literacy or social skills

Therefore they will need to be assured about the **purpose** and **confidentiality** of the exercise

2. Remember to stress that around 100 participants will be interviewed altogether and nothing will be reported or fed back about any individual. What they tell us is absolutely confidential to the research team. The **purpose** is to find out how summer activity programmes are working and to see if there are any ways to make them better. Their experience and views will make a difference to how these kinds of activities are run in future.
3. Firstly complete the data collection form (DC1). This should be done **with** the participant. You may need to paraphrase questions and keep explaining the scoring system. It may be appropriate to explore some of the items on the “problems” page. However, its main purpose is to benchmark and subsequently measure distance travelled.
4. The rest of the interview needs to focus on the participants’ **experience** of the Summer Plus Programme. They may or may not know that they are part of Summer Plus. They will know that they are on a “summer activities programme”.

TOPICS TO BE COVERED

This part of the interview needs to be quite brief (less than 20 minutes)

Recruitment onto the Programme

1. How were you referred to the programme?
(How did you come to be here?)

2. What agencies were involved?
(Who told you about (this programme))

3. What attracted you/made you turn up?

4. Who was your main point of contact on the programme?
(is this the key worker?_

EXPERIENCE

5. What did you enjoy most about the programme you were involved in/ Has it helped you in any way? (made new friends/different social circle)

6. Was there anything you didn't like about the programme?

7. Who did you have most contact with? (e.g key workers, activity supervisor)

8. Have you decided to do anything as a result of being involved in the programme?
(gone back to school/training/behaviour changes etc)

9. What would you have been doing if you hadn't been on the programme ?
(What did you do last summer?)

10. What are your plans for the future/ Has the programme given you any ideas?

EXPLORE THE POSSIBILITIES OF A PARENT/GUARDIAN INTERVIEW

20. Who are you living with at present?

21. What did they think of your being on the activities programme?

22. Would they be prepared to talk to me?

23. How can I contact them?

Thank the young person for taking part

Get them to fill in the DC3 form. Explain that they will get a voucher for £15 for doing this.

TOPIC GUIDE 1: Stakeholders/ Partners
(use for both 1:1 and focus group discussions)
DfES/ Summer Plus Evaluation

Pre-enter where possible

Interviewee: Name(s):

Interviewee: Gender

Interviewee: Age (approx.)

Interviewee Location (Town/Region):

Programme/Service Accessed:

Interview Date:

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SUMMER PLUS

TOPIC GUIDE – STAKEHOLDERS/PARTNERS

(YOT, Police, LEA, Voluntary Sector, Connexions, Youth Service)

1. Please describe your role and your organisational role in Summer Plus.

We are particularly interested in:

- Recruitment
- Referral (to other agencies)
- Delivery
- Monitoring
- Statutory responsibilities

2. How does Summer Plus add to existing provision?

- How is it integrated/differentiated?
- What gap is it filling?

3. How are partnership/interagency-working* arrangements working?

Strengths?
Weaknesses?

(* There will be several of these)

4. Are there other gaps in provision which need addressing?
(Cover what other provision exists)

5. What are your expectations of the programme?

Opportunities?

Threats/Risks?

Impact on levels of street and other crime locally?

6. How does Summer Plus fit in with your organisation's other activities/responsibilities?

7. Any examples of good practice/great success?

8. Any other comments?

Thank interviewee

TOPIC GUIDE 1: Key Workers
(use for both 1:1 and focus group discussions)
DfES/ Summer Plus Evaluation

Pre-enter where possible

Interviewee: Name(s):

Interviewee: Gender

Interviewee: Age (approx.)

Interviewee Location (Town/Region):

Programme/Service Accessed:

Interview Date:

Interviewer:

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6. Does this role afford you the opportunity to make an impact on the lives of these people - if so, how?

- If not, why not?

7. What difference will the role of key worker make to these young people in the Summer Plus programme?

8. What difference will the programme make to the lives of these young people?

9. How are young people recruited onto the programme?

10. How do you engage young people? (Best practice?)

11. How frequently do you interact with them?

12. What determines this?

13. Are participants assessed formally or informally?

14. What sort of assessments are used?

15. Could assessment be improved (use of APIR?)

16. How do you decide what activities to arrange?

17. How will the programme assist with re-engaging young people in education or employment?

18. Describe partnership/inter-agency working

Strengths?

Weaknesses?

18. What is particularly good about the programme - what do you think will really work/ make a difference? (We are particularly interested in whether the finances allow for flexibility in funding things that break down obstacles to participation eg providing food at meal breaks so that young people don't wander off, or equipment so that they can take part in sports etc. Are there any good examples)

19. What is not so good about the programme - what will not work, in your view?

20. How do you could the Summer Plus programme be improved?

21. What do you anticipate the impact of Summer Plus on crime levels will be locally?

End the interview by

- Clarifying information about participants, stakeholders, deliverers you plan to see.
- Explaining, and getting their agreement to carry out the Participant Questionnaire DC1 at the end of the programme.
- Explaining the follow-up in mid-September and making any necessary arrangements.

Make notes about these issues on this questionnaire so we have a record of contacts etc.

Thank Interviewee

TOPIC GUIDE 1: Parents/Guardians
(use for both 1:1 and focus group discussions)
DfES/ Summer Plus Evaluation

Pre-enter where possible

Interviewee: Name(s):

Interviewee: Gender

Interviewee: Age (approx.)

Interviewee Location (Town/Region):

Programme/Service Accessed:

Interview Date:

Interviewer:

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Appendix 2:

Participant Questionnaire

Summer Plus
Participant Questionnaire

Summer Plus
DC1.....DC2.....DC3.....

Interviewer.....

PARTICIPANTS' NAME

AGE

LOCATION/PROGRAMME

KEY WORKER

TYPE OF PROVIDER

Status at beginning of programme
e.g. excluded from school, attending school

Any previous convictions? How many?

Type of conviction
.....
.....

Date of interview

Parent/Guardian contact

Tel

Participants Questionnaire

SA Strongly agree A agree N Neither agree nor disagree

D Disagree SD Strongly Disagree

- | | | | | | |
|------------------------------------------------------------------------------------------|----|---|---|---|----|
| 1. In the end crime does pay | SA | A | N | D | SD |
| 2. I think education is important | SA | A | N | D | SD |
| 3. People never listen to me | SA | A | N | D | SD |
| 4. Bad things just happen to me | SA | A | N | D | SD |
| 5. I enjoy(ed) being in education or training | SA | A | N | D | SD |
| 6. I would like to be different from what I am now | SA | A | N | D | SD |
| 7. Most people would commit offences if they knew that they could get away with it | SA | A | N | D | SD |
| 8. I will always get into trouble | SA | A | N | D | SD |
| 9. I have problems doing new things | SA | A | N | D | SD |
| 10. Committing crime is quite exciting | SA | A | N | D | SD |
| 11. I have the support I need to be successful | SA | A | N | D | SD |
| 12. I am easily persuaded to go along with other peoples' plans | SA | A | N | D | SD |
| 13. Other people look up to me | SA | A | N | D | SD |
| 14. I am happy most of the time | SA | A | N | D | SD |
| 15. Other people I know are in education and training | SA | A | N | D | SD |
| 16. I make friends easily | SA | A | N | D | SD |
| 17. When things go wrong it's not my fault | SA | A | N | D | SD |
| 18. I don't need education to get the job I want | SA | A | N | D | SD |
| 19. I get on well with my family | SA | A | N | D | SD |
| 20. I would like to learn new things | SA | A | N | D | SD |

Raw Scores: E..... SE..... LC..... E.....

PROBLEM INVENTORY

BP Big problem **P** Problem **SP** Small problem **NO** problem at all

Problems with money	BP	P	SP	NO
Problems with relationships	BP	P	SP	NO
Problems with employment / prospects	BP	P	SP	NO
Controlling Temper	BP	P	SP	NO
Need for extra excitement in life	BP	P	SP	NO
Family problems	BP	P	SP	NO
Problems of health and fitness	BP	P	SP	NO
Tendency to get bored	BP	P	SP	NO
Problems with housing	BP	P	SP	NO
Problems with drink/ drugs	BP	P	SP	NO
Problems with gambling	BP	P	SP	NO
Depressed	BP	P	SP	NO
Problems with feeling good about self	BP	P	SP	NO
Problems with lack of confidence	BP	P	SP	NO
Lots of worries	BP	P	SP	NO

RAW SCORE (P):

SUMMER PLUS

CLIENT NAME (or identifier)

DATE// 2002 This data collection (circle) 1ST 2ND 3RD

Location Age..... Key Worker.....

	RAW	SCALED	PREVIOUS	CHANGE + / -
E
SE
LC
E
P

PROFILE OF SCALES SCORES

9						
8						
7						
6						
5						
4						
3						
2						
1						
0						
	E	SE	LC	E	P	

Appendix 3
CATEGORIES OF CRIME

Offences included in Analysis

Violence Against Person

Racially Aggravated Offences

Robbery

Vehicle Theft

Theft & Handling

Arson

Criminal Damage

Drugs Offences

Public Order

Other

Breach of Statutory Order

Offences recorded and not used in analysis

Sexual Offence

Death or Injury by Reckless Driving

Motoring Offences

Domestic Burglary

Non Domestic Burglary

Theft and Handling

Fraud and Forgery

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