



**New Opportunities Fund**  
YOUR LOTTERY • YOUR COMMUNITY

**NEW OPPORTUNITIES FUND  
INTENSIVE EVALUATION OF  
SPLASH EXTRA 2002**

**AUTHOR: Kate Woolland**

**Cap Gemini Ernst & Young UK plc  
130 Shaftesbury Avenue  
London  
W1V 8HH**

**21/05/2003**

## Table of Contents

<b>1.</b>	<b>Executive summary</b>	<b>4</b>
1.1	Background/Introduction	4
1.2	Report Approach	4
1.3	Summary findings: Process at the level of schemes and activities	4
1.4	Summary findings: The part played by different sectors	7
1.5	Lessons learnt and future improvements	10
<b>2.</b>	<b>Introduction</b>	<b>12</b>
2.1	Splash Extra – Background	12
2.2	Report Approach	14
2.3	Evaluation Approach	14
<b>3.</b>	<b>Summary of National Programme Findings</b>	<b>16</b>
3.1	Quantitative comparison of intensively evaluated sites and the National programme	16
<b>4.</b>	<b>Evaluation Background</b>	<b>23</b>
4.1	Birmingham	23
4.2	Liverpool	24
4.3	Reading	25
4.4	Sheffield	26
4.5	Tower Hamlets & City	27
<b>5.</b>	<b>Qualitative information on process at the level of schemes and activities</b>	<b>29</b>
5.1	How young people were targeted	29
5.2	The effectiveness of targeting approaches in reaching young people at risk	34
5.3	Relevance of activities in schemes to identified risk factors for young people at risk of offending or re-offending	48
5.4	Young people’s experience of activity	56
5.5	Conclusion/recommendations	59
<b>6.</b>	<b>Analysis of the part played by different sectors</b>	<b>61</b>
6.1	DCMS Non Departmental Public Bodies (NDPBs) and their involvement in Splash Extra	61
6.2	Activities delivered and relevance of activities to risk factors	64
6.3	Saliency of activities for targeting young people	69
6.4	Effectiveness of the professional structures to support practitioner delivery of Splash Extra (e.g. extent of experience, accreditation, back-up)	72
6.5	The effectiveness of the local and regional sectorial bodies in providing and co-ordinating relevant activities for Yots	75
6.6	Summary/Conclusions recommendations for sector involvement	76
<b>7.</b>	<b>Conclusions</b>	<b>78</b>
<b>8.</b>	<b>Appendix</b>	<b>81</b>
8.1	The 10 Police Force Areas	81
8.2	Glossary	81
8.3	Activity data for Summer Splash 2001	82
8.4	Local Mapping	83
8.5	Risk Factors	84



8.6	Arts Council of England Case Study Of Delivery	85
8.7	What the Reading Agency Delivered	86
8.8	Reading Agency Case Study of Delivery	87
8.9	Young People Case Studies	87

THIS DOCUMENT CONTAINS 90 PAGES INCLUDING TITLE PAGE  
© Cap Gemini Ernst & Young UK plc 2002

## **1. EXECUTIVE SUMMARY**

### **1.1 Background/Introduction**

In March 2002, the Government's Street Crime and Initiative (SCI) was launched. As part of this programme, in May 2002, the Youth Justice Board, in partnership with the Department for Culture, Media and Sport (DCMS) launched 'Splash Extra'. Splash Extra is funded by the New Opportunities Fund (NOF) and is an extension of the YJB's Summer Splash programme. The SCI targets ten Police Force areas<sup>1</sup> in England, and the YJB was asked to set up 300 schemes in high crime neighbourhoods in these areas. These schemes were to adopt the Splash model of delivery<sup>2</sup>, with an extended target age group of 9-17 year olds.

### **1.2 Report Approach**

This report is *not* a full programme level evaluation of Splash Extra (The Youth Justice Board has commissioned a programme level report). This report is intended to specifically address a number of questions posed by the New Opportunities Fund. It will explore in greater depth two key aspects of Splash Extra:

- Qualitative information on processes at the level of schemes and activities; and
- Analysis of the part played by different sectors in achieving the goals of Splash Extra.

To answer these questions, Splash Extra activity in 5 Youth Offending Team (Yot) areas has been intensively evaluated; with a particular focus upon two schemes<sup>3</sup> in each of these areas, one neighbourhood-based and one urban.

### **1.3 Summary findings: Process at the level of schemes and activities**

#### **1.3.1 Targeting and referral**

Splash Extra is an open access programme, but schemes were required specifically to target young people at risk of offending. Schemes were placed in high crime neighbourhoods, especially areas of high street crime or youth nuisance. Yots worked with local agencies such as the police, local councils, Connexions etc to identify sites.

---

<sup>1</sup> A list of these areas, and why they were chosen, is given in the appendix, section 8.1.

<sup>2</sup> Schemes based in high crime neighbourhoods and targeted at young people 'at risk of offending' aged 13-17 years old.

<sup>3</sup> Three schemes were evaluated in Liverpool.

Numerous methods were used to target and refer young people and in many cases, several of these approaches were used concurrently. Key approaches were:

**Yot-based approach:** Yots managed referrals centrally, often appointing a ‘referral co-ordinator’ to oversee the process. The co-ordinator worked in partnership with a number of other agencies to identify at risk young people. A referrals list was collated centrally then disseminated to schemes to follow up.

**Scheme-based approach:** Delivery Agents worked with local agencies to identify at risk young people.

**Urban scheme approach:** Key approaches used by these schemes were:

- **Detached / Outreach work:** Detached / Outreach workers went into the local community, making contact with young people and referring them to schemes or activities; and
- **Targeted Groups:** A number of schemes opted to target a specific group of young people, for example: looked after children, asylum seekers, and other vulnerable groups known to the scheme.

Some neighbourhood-based schemes also used these approaches.

**Universal provision approach:** A focus upon an open access policy. Advantages of this approach include:

- Avoids stigmatisation of young people and accusations of ‘rewards for naughty boys’;
- Provides a non-offending peer group; and
- Previously unknown ‘at risk’ young people may be identified.

**Intensive provision approach:** This ranged from additional activities to a separate programme of activities for the most at risk.

**Multi-Agency approach:** Connexions and the Children’s Fund operated in many Splash Extra areas and were usually involved in the targeting and referrals process to some extent.

**Mentors / Buddies approach:** Several areas employed young people to act as mentors or buddies who could relate to and help engage referred young people:

Given the timescales for setting up Splash Extra, a scheme-based approach to targeting and referrals was the most effective at reaching young people – simply because this was quicker to set up than a Yot based approach. Given longer to plan, both approaches should be used to maximise the numbers of young people identified.

Outreach work needs to be more carefully tracked in order to establish the proportion of young people met through this approach who are subsequently engaged in activities. This tracking will also enable youth workers to ascertain the best ways of persuading young people to become engaged.

An analysis of the individual schemes in the intensive evaluation was unable to identify a clear causal link between reduction of crime and Splash Extra schemes. However, it is notable that substantial decreases in crime were observed in Sheffield City Centre, where the scheme had engaged large numbers of young people (1164), the majority of whom were referred.

### 1.3.2 Risk factors affecting young people

Activities delivered on Splash Extra have been examined in the light of the Communities that Care (CtC) research note "*Risk and protective factors associated with youth crime and effective interventions to prevent it*"<sup>4</sup>). This investigates three key areas in youth crime prevention:

- The risk factors which are most associated with youth offending;
- Protection factors which offer some means of alleviating this risk; and
- Successful strategies for addressing risk factors

Strategies suggested by this research that were used by Splash Extra schemes are:

**AFTER SCHOOL CLUBS:** Whilst Splash Extra is not of course, an after school club, this is the most closely related strategy to Splash Extra.

*Time of activities:* The CtC research shows that 78.1% of youth offending takes place between midday and midnight. Many Splash Extra schemes ran during these times.

**READING SCHEMES:** The involvement of the Reading Agency enabled this strategy to be addressed. Reading was integrated into their programmes and young people learned to use the library resources and draw on the written word for ideas.

**PEER-LED COMMUNITY PROGRAMMES:** The use of young people previously or currently engaged to act as buddies to members of the younger age group benefited not just the recipients but also the peer-educators themselves.

**REASONING AND SOCIAL SKILLS EDUCATION:** This can involve building skills such as problem solving, setting goals, and community service as well as strategies for resisting pressure from peers to take part in under-age smoking and drinking, inappropriate and unprotected sex, drug misuse and crime. Splash Extra schemes addressed all of the above.

**FURTHER EDUCATION FOR DISAFFECTED YOUNG PEOPLE:** A Birmingham scheme was run from a sixth form college and provided guidance and support to those young people who displayed an interest in further education.

**TARGETING REPEAT VICTIMS:** The Reading urban scheme specifically targeted young people who had been, or were likely to be, victims of crime.

---

<sup>4</sup> Youth Justice Board for England and Wales, November 2001

## **OTHER RISK FACTORS ADDRESSED BY SPLASH EXTRA**

**Individual Risk factors:** Where groups were already known to delivery agents, targeting activities to specific risk factors was much easier and much more frequent.

**Disadvantaged neighbourhood** – Splash Extra was targeted specifically at such neighbourhoods.

**Friends involved in problem behaviour:** Splash Extra provides young people with the opportunity to make new positive peer relationships.

**Low achievement beginning in primary school; Early involvement in problem behaviour:** The expansion of Splash Extra to include the younger age group for the first time has enabled these risk factors to be addressed. Early intervention, targeting young people *before* they become involved in offending behaviour, is critical in preventing such behaviour altogether. Targeting *only* 13-17 year olds may have less impact *in the long term* than targeting the younger age group.

**Gender:** “*young men commit more offences than young women*”<sup>5</sup>. Splash attendances have consistently been roughly two-thirds male in previous years, and Splash Extra is no exception.

### **1.3.3 Young people’s experience of Splash Extra**

Young people involved in Splash Extra have been overwhelmingly positive about the experience. 90% of respondents to an online survey of the whole programme said they would participate in the scheme again (a further 9.5% responded maybe). Key reasons given for enjoyment were:

- New opportunities and skills;
- Gained self-confidence;
- Alleviated boredom;
- Kept out of trouble;
- Developed new relationships; and
- Had fun.

## **1.4 Summary findings: The part played by different sectors**

### **1.4.1 Sectors involved**

Two organisations delivered sector involvement in Splash Extra:

**The Arts Council of England:**

*Amount awarded:* £1.5 million

---

<sup>5</sup> “*Risk and protective factors associated with youth crime and effective interventions to prevent it*”, YJB, November 2001- Page 22

### ***The Reading Agency***

*Amount awarded:* £300,000 (allocated from the £1.5 million awarded to the Arts Council of England).

**National Implementation:** To help implement sector involvement in Splash Extra, the DCMS seconded Keith Nichol to the Youth Justice Board. The Arts Council of England attempted to cover the entire national programme while the Reading Agency worked only with Yots with whom it had existing relationships.

The Arts Council of England contracted the Splash Extra National Supporter<sup>6</sup> to devise a simple monitoring system and intensive evaluation of their involvement in Splash Extra. The Reading Agency also used these materials.

**Local Implementation:** Both the Arts Council of England and the Reading Agency used regional structures to implement their involvement in Splash Extra:

#### **The Arts Council of England**

- Regional Arts Councils (RACs) were used to deliver Splash Extra, which they did in collaboration with local Yots;
- In some regions, umbrella arts organisations were used to co-ordinate delivery;
- The Unit for Arts and Offenders ('The Unit') played a central co-ordination role, providing contacts for additional artists where required and keeping a record of activities scheduled.

#### **The Reading Agency**

Libraries were asked to bid for involvement in the programme. Strict criteria had to be met:

- An existing Yot partnership;
- Knowledge of targeted areas; and
- Experience of outreach and the at risk young people.

Libraries co-ordinated their own involvement in the programme, liaising directly with Yots and schemes.

#### **Sports Activities**

The lack of a similar national stream of funding for sports meant that any sports activities that did take place were organised on a local basis, through the local partnerships and contacts of either Yots or individual schemes.

### **1.4.2 Relevance of activities to risk factors**

Arts activities can be more easily used to address the issues and risk factors affecting young people than many other activities. Both the Arts Council of England and the

---

<sup>6</sup> Cap Gemini Ernst & Young

Reading Agency built the strategies identified for addressing risk factors into their activity design. Specific strategies included:

**Reading schemes:** See above

**Reasoning and Social skills education:** Strategies to address these risk factors affecting young people were a focal point for arts activities and activities were often designed around these issues.

The main approach available through sports activities is after school clubs, as outlined in section 5.3.1. There is little evidence that sport was used by Splash Extra schemes as a means of specifically addressing risk factors.

#### **1.4.3 Effectiveness of Sectors:**

##### **Effectiveness In Targeting Young People:**

**Attendance figures were high:** both organisations succeeded in engaging a number of young people that was proportional to the amount of funding that they received.

**Young people enjoyed the activities:** Feedback from young people rated arts activities highly.

**Young people experienced new opportunities:** The arts have the potential to offer 'unusual' activities that young people might never normally be able to access.

With no national co-ordination of Sports activities, Sports organisations were involved in Splash Extra on an ad hoc basis. As a result, the quality and experience of these organisations varied greatly.

##### **Effectiveness in delivery<sup>7</sup>:**

Both organisations were able quickly and effectively to integrate themselves into the programme and deliver effectively:

- Regional approach meant that RACs and libraries were able to get projects off the ground quickly;
- Professional artists with experience of working with at risk young people were used;
- Schemes were able to offer more diverse programmes of activity; and
- New relationships with Yots and schemes were developed.

Unfortunately, the tight timescales involved did cause some problems:

- Late involvement of the sectors caused initial problems with Yots and schemes, who had already planned their work;

---

<sup>7</sup> This section focuses specifically on those sectors that received funding to provide additional activities to those co-ordinated by Yots and schemes (i.e. the Arts Council of England and the Reading Agency).

- Late notice meant that some areas struggled to identify sufficient available artists; and
- The importance of providing some form of accreditation for young people was acknowledged but, owing to timescales, could not be achieved.

## **1.5 Lessons learnt and future improvements**

Splash Extra was a great success, engaging almost double its target number of young people<sup>8</sup> and seeing an impact on crime in many of the areas in which it ran. The risk factors affecting young people at risk of offending were addressed and a wide array of approaches to the targeting and referral of these young people were developed. Critically, the young people engaged enjoyed Splash Extra, and felt that they got a lot out of it. Given the tight timeframes for the set-up of Splash Extra, the achievement of Yots, schemes, the Arts Council of England and the Reading Agency are extraordinary.

Key conclusions and recommendations identified by this report:

**Timing:** More planning time is vital for this initiative to succeed in future years.

**Targeting and referrals:** Both Yots and schemes need to track their success at engaging young people at risk of offending. This will enable them to change their approach should they find they are not succeeding. The provision of effective practice in setting up targeting and referrals systems at short notice would also be of benefit.

A policy decision could also be made about the key targets of Splash Extra – whether the scheme aims specifically for males, who are more likely to offend, or continues to operate an ‘open access’ policy.

**Time of day of activities:** Findings strongly suggest that running activities in the afternoon and evenings will have the greatest impact on crime.

**Open access schemes:** Splash Extra should continue to be an open access scheme because:

- It avoids stigmatisation; and
- It provides at risk young people with a non-offending peer group.

**Younger age group:** The younger age group should continue to be involved in the programme.

---

<sup>8</sup> Overall Attendance of Splash Extra is estimated at 91,023 young people, exceeding the original attendance target of 48,000 by 90%.

**Involvement of the sectors:** the Arts Council of England and the Reading Agency contributed a great deal to Splash Extra and their involvement should continue. Sector involvement should be announced and approved in conjunction with the core part of the programme. Additional sectors should be asked to make a similar contribution.

**Accreditation:** Further formal accreditation should be developed to validate work produced by young people.

**Sustainability:** Sustainable youth crime reduction cannot be achieved in just one summer. Splash and Splash Extra-type initiatives need to be tied to a long-term strategy for youth crime prevention.

---

## 2. INTRODUCTION

### 2.1 Splash Extra – Background

#### **The History of Splash**

In July 2000, The Youth Justice Board (YJB) launched its first ‘Splash’ programme, which consisted of just over a hundred neighbourhood-based holiday schemes. Schemes were based in high crime estates throughout England and Wales and targeted at young people ‘at risk of offending’ aged 13-17. Splash was a success, with impressive reductions in crime witnessed in neighbourhoods in which Splash ran. For example, domestic burglary was reduced by 36% (against a comparator of 6% in other high crime areas) and “Youth crime” was reduced by 18% (8% in high crime areas).

The YJB has subsequently built on this success, running expanded programmes in 2001 and 2002 that targeted more areas and also ran in other school holidays. A large proportion of Splash programmes (around 50% of schemes originally planned for 2002) are run by Youth Inclusion Projects (YIPs). YIPs work all year round with the most ‘at risk’ young people, and have a target of 50 core young people (known as ‘ID50’) identified as being the most at risk of offending in their area, who they must try to engage. Splash has traditionally offered YIPs the opportunity to engage new members of their target 50 through summer activities and to work intensively with these young people during out-of-school periods.

#### **The Street Crime and Robbery Initiative**

In March 2002, the Government’s Street Crime Initiative (SCI) was launched. As part of this programme, in May 2002, the Youth Justice Board, in partnership with the Department for Culture, Media and Sport (DCMS) launched ‘Splash Extra’. Splash Extra is funded by the New Opportunities Fund (NOF) and is an extension of the YJB’s Summer Splash programme. The SCI targets ten Police Force areas<sup>9</sup> in England, and the YJB was asked to set up 300 schemes in high crime neighbourhoods in these areas. These schemes were to adopt the Splash model of delivery, with an extended target age group of 9-17 year olds.

A new, experimental model of delivery, ‘Urban’ Splash, was also possible through Splash Extra. Urban Splash was conceived with the aim of reaching young people at risk who might not be reached by Splash’s usual neighbourhood-based model of delivery, perhaps through detached work in urban centres (hence the name). Schemes were encouraged to design their own delivery models.

Further innovation for Splash Extra was made possible by the new partnership between the YJB and the DCMS. NOF released additional funding to enable DCMS Non Departmental Public Bodies (NDPBs) such as the Arts Council of England to deliver specialised activities on Splash Extra schemes.

The Street Crime and Robbery Initiative encompassed a number of other initiatives to provide diversionary activities for young people. These included the Children’s Fund, Connexions Summer Plus programme and Community Cohesion. These funding streams were encouraged to work together locally, but their success in doing so varied greatly.

---

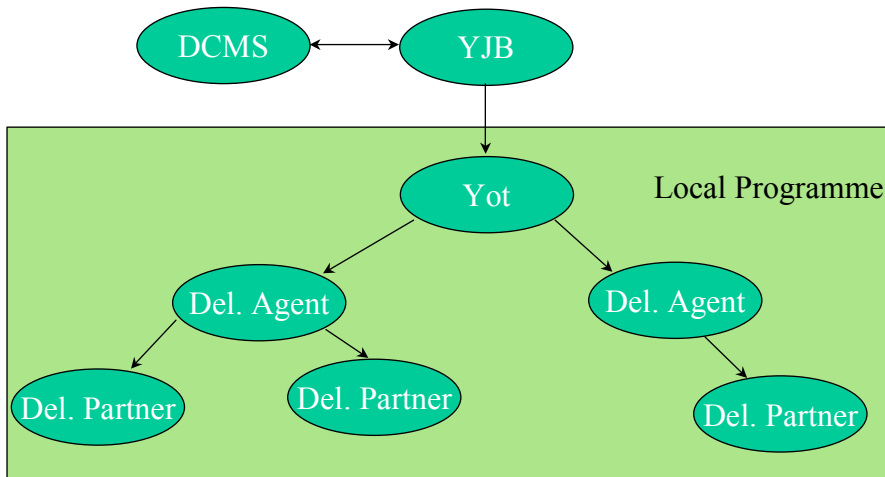
<sup>9</sup> A list of these areas, and why they were chosen, is given in the appendix, section 8.1.

Nonetheless, in many areas Connexions and the Children’s Fund contributed to or worked in partnership with Splash Extra schemes.

**The Structure of Splash Extra**

Splash Extra was managed by the YJB, in partnership with the DCMS. 296 schemes were approved to run for the summer<sup>10</sup>. Of these, 59 were original Summer Splash schemes that were located within the 10 police force areas. These schemes received additional funding to include the younger age group (9-12 year olds) and are referred to as the ‘upgraded’ schemes.

The YJB asked each Yot to set up a ‘Local Programme’ of schemes.



Each scheme was managed by a ‘Delivery Agent’. Typical Delivery Agents include: YIPs, Youth clubs, Community Centres, and Leisure Centres.

A ‘Delivery Partner’ might provide additional activities on a scheme. Typical Delivery Partners include: Arts Council of England, Reading Agency, Connexions, Children’s Fund, local football clubs, and local youth organisations.

The New Opportunities Fund provided funding of £8.8m for Splash Extra. Each scheme received £25,000 of which Yots were allocated a management fee of £1,000 per scheme. This funding was paid so that Yots could act in a co-ordinating role, managing referrals and ensuring that schemes complied with monitoring and evaluation requirements.

Of the remaining funds, the Arts Council of England received £1.5m (of which £300,000 was allocated to the Reading Agency) to supply additional activities to schemes. This funding was approved *after* the approval of individual schemes.

<sup>10</sup> By comparison, Summer Splash 2001 ran 145 schemes

## **National Support**

The YJB contracted Cap Gemini Ernst and Young (CGE&Y) as ‘National Supporters’ for Splash Extra. CGE&Y provided programme management and support to Yots in setting up and managing their schemes. They were also responsible for the management of monitoring and evaluation processes.

## **Terminology**

This report uses some programme-specific terminology. A glossary of terms is included in the appendix, section 8.2.

## **2.2 Report Approach**

This report is *not* a full programme level evaluation of Splash Extra (The Youth Justice Board has commissioned a programme level evaluation). This report is intended to specifically address a number of questions posed by the New Opportunities Fund. It will explore in greater depth two key aspects of Splash Extra:

- Qualitative information on process at the level of schemes and activities; and
- Analysis of the part played by different sectors in achieving goals of Splash Extra.

## **2.3 Evaluation Approach**

In order to answer the questions posed for this research, Cap Gemini Ernst and Young undertook the following approach:

*Field Research:* Regional evaluators undertook an intensive evaluation of five Yot Local Programmes, looking specifically at one neighbourhood-based scheme and one urban scheme in each (with one additional neighbourhood-based scheme assessed in Liverpool<sup>11</sup>). Yots and schemes were visited before, during and after the summer holidays so that the processes they had in place could be examined. The research undertaken included:

- Structured interviews with Yot key workers, scheme co-ordinators, delivery partners and young people;
- Focus groups with young people; and
- The collation of individual young person case studies.

These findings were then collated into reports – one report for each of the five areas.

---

<sup>11</sup> In Liverpool, schemes fell into 3 broad categories: those run by Sports Centres, those run by community centres, and the city centre scheme. It was therefore deemed useful to see how the different models operated

*National Research:* In addition, at national level, research was undertaken to find out more about the structures and national co-ordination of sector involvement. National programme data was also examined for key trends. This approach included:

- Interviews with National and Regional sectors representatives;
- Interviews with national DCMS representatives;
- Analysis of Splash Extra programme data (activity and crime data);
- An analysis of the results of an online survey<sup>12</sup> of Splash Extra participants; and
- Comparison of scheme design against Communities that Care findings regarding risk factors.

This report draws on five regional reports that outline the findings of the field research and the findings of the national research.

#### **Intensively Evaluated areas:**

<b>Yot</b>	<b>No. Of Schemes</b>	<b>Schemes Intensively Evaluated</b>
Birmingham	27	City Centre, Handsworth St George's
Liverpool	16	City Centre, Anfield / Breckfield, Norris Green
Reading	5	Boiler Room, Amersham Rd
Sheffield	12	City Centre, The Manor
Tower Hamlets & City	10	Bethnal Green Market, Berner Estate

#### **Assumptions & Constraints**

Two key assumptions should be considered when reading the Splash Extra report:

**Extrapolation of data:** Some of the data in this report is based upon the reports and monitoring information received by schemes. Where the full sample has not been available, data has been extrapolated to provide an estimate for the programme as a whole (296 schemes). The report assumes that the sample is representative of the programmes as a whole.

**Sample Sizes:** Scheme Crime data is based on sample of 161 of the 296 schemes.

---

<sup>12</sup> The online survey was a new initiative for Splash Extra. Those who were involved in or affected by Splash Extra – young people, scheme workers, local residents, local police – were invited to use the survey to give their feedback on the programme.

### 3. SUMMARY OF NATIONAL PROGRAMME FINDINGS

#### 3.1 Quantitative comparison of intensively evaluated sites and the National programme

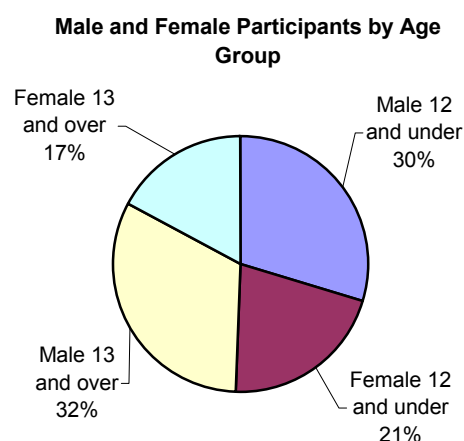
This section gives a brief overview of Splash Extra national programme findings<sup>13</sup>. Full detail and analysis of these findings can be found in the YJB/DCMS Splash Extra Programme Report.

##### 3.1.1 Attendance

- Overall Attendance of Splash Extra is estimated at 91,023 young people<sup>14</sup>, exceeding the original attendance target of 48,000 by 90%.<sup>15</sup> This was more than three times the attendance<sup>16</sup> at Summer Splash 2001;
- Over 2.5 million young people hours were delivered, at a cost of just £2.58 per young person per hour;
- The average number of young people attending each scheme was 308, (compared to 203 for each Summer Splash in 2001);
- Approximately 29,780<sup>17</sup> activities were delivered nationally, an average of 101 activities per scheme; and
- Neighbourhood-based schemes engaged an average of 290 young people compared to an average of 620 on urban schemes. This reflects the high volume of young people met through detached work on urban schemes<sup>18</sup>.

**Gender:** 62% of Splash Extra attendees were male and 38% female (in Splash 2001 67% of attendees were male).

When attendance is broken down by both age and gender, it shows that:



<sup>13</sup> Source: The YJB Splash Extra Programme Report

<sup>14</sup> Based on an extrapolation for 296 schemes. The actual figure for the 222 schemes submitted at the time of writing was 68267.

<sup>15</sup> The original attendance target of 48,000 assumed that each of the 300 schemes would have 100 attendees from the older age group and 60 from the younger age group.

<sup>16</sup> 29,371 individual young people attended Summer Splash 2001

<sup>17</sup> Based on an extrapolation from activity data from 271 schemes (in which 27,265 activities were delivered).

<sup>18</sup> These young people may not necessarily have been engaged in activities.

- The split between the two age groups was roughly equal
- Schemes were more successful in attracting females in the younger age group than in the older age group.

The gender difference is more pronounced in the older age group:

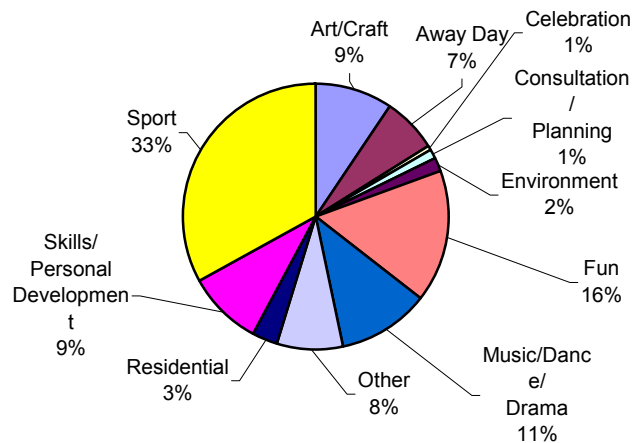
- 65% of those aged 13 and over are male
- 59% of those aged 12 and under are male

**Age:** 51% of Splash Extra attendees were aged 12 and under, a lower proportion than might be expected given that schemes were asked to target 100 13-17 year-olds and 60 9-12 year-olds. However, 35% of attendees at Summer Splash 2001 (in which the younger age group were not specifically targeted) were 9-12 year-olds. With targeting extended to include this age group under Splash Extra, the increased proportion is unsurprising.

### 3.1.2 Activities

Splash Extra 2002 provided a similar mix of activities to Summer Splash 2001<sup>19</sup>: The graph below shows the proportion of activities that took place in Splash Extra. This is based upon the number of activities of each type that took place.

Activities mix for Splash Extra Schemes



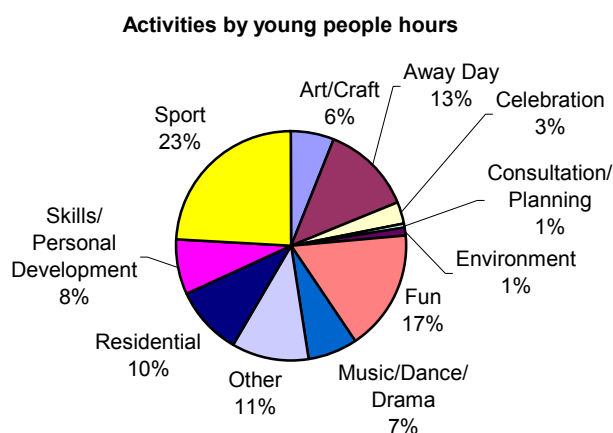
- Sport remained the most common activity, at 33% (as it was in 2001).
- Splash Extra saw a slight (1%) increase in the amount of music/dance/drama and away days, and maintained identical levels of Art/Craft and 'Celebration'.
- There were declines in the proportion of Skills/Personal Development activities (from 16 % to 9%). These developmental activities seem to have

<sup>19</sup> Activity data for Summer Splash 2001 can be found in the Appendix, section 8.3

been replaced by an increase in the proportion of “Fun”<sup>20</sup> activities (12% to 16%) and ‘Other’ (6% to 8%) activities.

The decrease in the amount of personal development and residential activities might be attributed to the lack of set-up time. With limited time for consultation with young people available, schemes may have elected to offer more “fun” activities, which they knew would attract attendees<sup>21</sup>.

**Young People hours:** If activities delivered are analysed by the actual number of hours spent by young people on activities, a different picture emerges:



- Sport now appears to have played a less significant part of the overall programme;
- Arts/Craft and Music/Dance/Drama both make a smaller contribution, reflecting the average length and capacity of activities; and
- Considerably more time was spent on away days (reflecting the length of these type of activities).

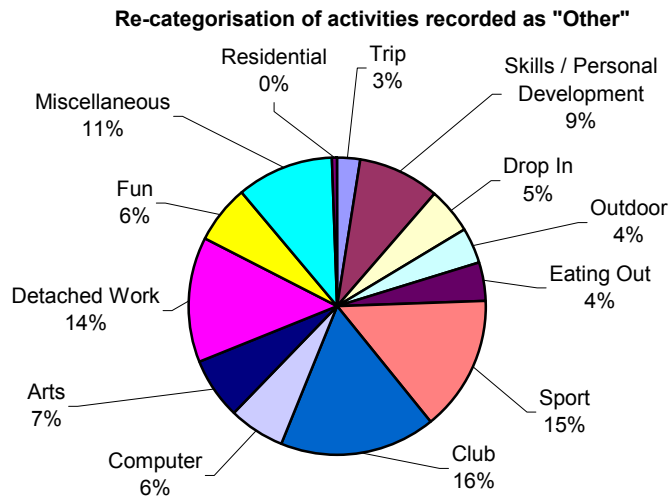
**Activities recorded as “other”:** The YJB National Supporter has carried out an analysis of the activities recorded as ‘Other’<sup>22</sup>. Activities were re-categorised where appropriate (shown in the chart below).<sup>23</sup>

<sup>20</sup> ‘Fun’ activities might include: Bowling, Lazerquest, the Cinema, Go-Karting.

<sup>21</sup> The increase in the amount of activities classified as ‘Other’ could be explain by the increase use of detached work this year – see the breakdown of ‘Other’ for details

<sup>22</sup> Please note: this re-categorisation was based upon assumptions made by the National Supporter about these activities. It is therefore not appropriate to re-categorise these to form part of the overall picture.

<sup>23</sup> General scheme activities, such as set-up and registration have been recorded under the “Miscellaneous” category.



Three key points emerge:

- A significant number of activities recorded as 'Other' were developmental – 9% were Skills/ Personal Development, with a further 6% being recorded under computer work;
- 7% of activities recorded were Arts, so the overall proportion of Arts in Splash Extra ought to have been higher; and
- Detached (or 'outreach') work is also a significant proportion of this breakdown, representing 14%. This is probably a result of the use of urban schemes this year, many of which focused upon this type of work. Detached work contributed approximately 1.75% of the overall Splash Extra Activity mix – which might explain the rise in the proportion of activities classified as 'Other'.

**Staff and Volunteers:** In total, 4481 staff were used to deliver Splash Extra schemes, together with 2556 volunteers<sup>24</sup>. This worked out at an average of 15 staff and 9 volunteers for each scheme.

### 3.1.3 Crime

*"Programmes that target a wide range of risk factors in children and young people's lives at community level can hope to prevent negative outcomes that extend beyond crime"*<sup>25</sup>

Before assessing any impact upon crime that Splash Extra might have made, it is important to note that:

- Work with the younger age group (9-12 year olds) will have limited effect on crime, since research<sup>26</sup> has shown that 14-16 year olds commit 80% of juvenile crimes.

<sup>24</sup> Based upon an extrapolation from data for 222 schemes

<sup>25</sup> "Risk and protective factors associated with youth crime and effective interventions to prevent it", YJB, November 2001 – Page 27

**Impact on Crime at Police Force BCU<sup>27</sup> Level:** A comparison of robbery levels<sup>28</sup> (comparing the period in which Splash Extra ran with the same period last year) in six<sup>29</sup> of the ten police force areas in which Splash Extra operated shows that robbery fell significantly in the BCUs in which Splash Extra operated. This was in direct contrast to BCUs in which Splash Extra did not operate – four of these saw an increase in crime.

Area (No. schemes)	Non Splash Extra BCUs			Splash Extra BCUs		
	Robbery 2001	Robbery 2002	% Change	Robbery 2001	Robbery 2002	% Change
Avon & Somerset (12)	59	92	plus 56%	445	305	-31%
Greater Manchester (33)	260	296	plus 14%	872	794	-9%
Nottinghamshire (27)	101	106	plus 5%	221	191	-14%
South Yorkshire (12)	42	68	plus 62%	148	123	-17%
Thames Valley (14)	127	95	-25%	228	184	-19%
West Midlands (30)	580	484	-17%	828	568	-31%

Statistical significance testing conducted on this data shows that nearly all changes (positive or negative) are significant (The only exception is for non-Splash Extra BCUs in Nottinghamshire, which saw the smallest rise). This suggests that there was a real impact made on crime in the Splash Extra BCUs.

Whether or not this is due (at least in part) to Splash Extra is difficult to say:

- It is difficult to disentangle the effects of Splash Extra from other measures being taken in what are high robbery BCUs, such as targeted operations against offenders and high visibility patrols.
- The Splash Extra BCUs are large, meaning that attributing cause and effect is difficult.
- Non-Splash BCUs tend to be those areas with low levels of robbery.

The data doesn't tell us that Splash Extra has successfully reduced crime in these areas, but it does at least show that crime fell significantly in areas in which Splash Extra ran.

Crucially, this data also tells us that Splash Extra schemes were successful in the key aim of targeting high crime areas, thereby reaching young people at risk of offending.

#### **Impact on Crime at scheme level<sup>30</sup>:**

- The National Programme saw a reduction in total crime of 5.2% during the period July to September 2002 compared with a decrease of 1.9% over the same period in 2001.

<sup>26</sup> "Risk and protective factors associated with youth crime and effective interventions to prevent it", YJB, November 2001

<sup>27</sup> Basic Crime Unit

<sup>28</sup> Based upon data provided by the Home Office

<sup>29</sup> Data for 2001 was not available for the remaining police force areas.

<sup>30</sup> Crime data is based on figures provided by 161 of the 296 Splash schemes. These were gathered independently by schemes from the Police, and cover the period July –September 2002.

- 
- New schemes saw a 5.1% decrease in total crime during the period July to September 2002, compared with a 5.8% decrease in those upgraded scheme areas which had run previously.
  - Urban schemes saw a 5.9% reduction during the period July to September compared with a 7.6% increase in 2001.
  - Neighbourhood schemes saw a 5.0% reduction during the period July to September compared with a 4.6% reduction in 2001.

### **Impact on Crimes likely to involve young people**

Five crimes commonly associated with youth offending (motor crime, domestic burglary, robbery, criminal damage and drug offences) were analysed (these are referred to as 'crimes 1-5' below). These also present some encouraging figures:

- The National Programme saw a reduction during the period July to September in crimes 1-5 of 3.9% against the same period in 2001, when there was a 0.7% increase;
- Urban schemes saw a 7.5% reduction during the period July to September compared with an 8.3% increase in 2001; and
- Neighbourhood schemes saw a 2.8% reduction during the period July to September compared with a 1.5% reduction in 2001.

### **Relationship between scheme design and impact on crime**

*Activity Design:* Crime data was analysed to search for a correlation between activity type and crime figures in the area. The impact upon crime in areas with the highest levels of Sport, Arts and Personal Development was investigated. However, no statistically significant relationship could be established.

*Number of Young people engaged:* A similar test was undertaken to test the impact on crime in areas with the highest and lowest attendances. Again, no statistically significant relationship could be established.

*High crime areas:* The areas with the highest crime levels in July 2002 were analysed to see whether a bigger impact upon crime had been made in these areas. There is no evidence to show a significant difference between the areas with the highest and lowest levels of crime.

### **Qualitative evidence of impact upon crime**

These statistics are backed up by a wealth of feedback from Yots, schemes, local residents and police, suggesting that Splash Extra made a real impact upon crime:

*"Even the police have commented on the fact that there are no kids hanging round the streets because they are all with us in the youth club."* Splash Extra scheme staff, Manchester

*"Youth consultation suggested that boredom was a primary factor behind youth crime, and a number of young people commented that they would inevitably have ended up in*

---

*trouble if their respective Splash Extra schemes had not been in existence.” – Reading Intensive Evaluation Report*

*“Local shopkeepers made a point of calling into the centre to thank the staff for giving the young people something to do and for “keeping them off the streets and away from trouble” - Everton Splash Extra Scheme<sup>32</sup>*

**Summary:**

The exact impact of Splash Extra upon crime is difficult to assess, since many other factors may have made an impact upon crime. Nonetheless, available crime data, backed up by a wealth of qualitative information, indicates that Splash Extra made a real contribution to the overall crime reduction.

Section 5.2.2 explores local crime and incident data for the intensive evaluation areas and explores any links between the success and extent of targeted and the impact upon crime.

For further analysis of the impact of Splash Extra upon crime, please see the YJB’s Splash Extra Programme Report.

---

<sup>32</sup> Everton Splash Extra Scheme Report

---

## 4. EVALUATION BACKGROUND

This section provides an overview of the Yot local programmes and individual schemes that were intensively evaluated.

### 4.1 Birmingham

#### The Local Programme

*Number of schemes: 27*

Birmingham formed a partnership, 'PREVENT' bringing various interested parties together to ensure they took a co-ordinated approach on summer provision. PREVENT brought together a matrix of factors for the city such as crime figures, child and adolescent populations, and several indices of deprivation and used this to select scheme areas.

A variety of delivery agents were used:

- One third were voluntary organisations;
- Four schemes were in Youth Inclusion Projects;
- Five schemes were sports club based;
- Three schemes were offered by the Youth Service; and
- The remaining schemes were delivered by partnerships with the Police or the Youth Offending Service.

#### The Urban Scheme

*Name: Birmingham City Centre*

*Delivery Agent: Yot & Central Library*

Three strands of provision were developed:

- Street outreach and signposting;
- A street sport event; and
- A one-week summer school and related taster sessions for referred young people.

These strands were not directly linked to each other:

The outreach and street sport was directed towards preventing young people from "hanging around" the city centre where they could easily become either perpetrators or victims of crime.

The summer school, based at the Central Library and mainly funded by the Reading Agency, provided a high quality experience with specialist tutoring from Vactuality artists and Birmingham Conservatoire backed up with multi-media equipment and ending with a performance. The summer school was focused on a small number of young people referred for offences or risk factors from the Youth Offending Service, Social Services and other agencies.

---

### **The Neighbourhood Scheme**

*Name:* Handsworth St George's

*Delivery Agent:* Voluntary Agency (Further Education provider)

The scheme provided a highly structured activity programme for both age groups, using tutors from further education with the young people. The scheme took place at the Sixth Form Centre, managed by a charitable company. In this area, gang activity is prevalent. This includes drug dealing, firearms crime and an acute awareness of gang territories or "turf". The scheme used a daily "assembly" where the day's activities were explained and awards were also handed out under the scheme's merit system, which rewarded commitment and behaviour. Arts Council of England provision was used by the scheme.

## **4.2 Liverpool**

### **The Local Programme**

*Number of schemes:* 16

Delivery partners included Youth Services, South Liverpool Housing, Neighbourhood Regeneration, Positive Futures, the Merseyside Youth Association, Liverpool City Council Leisure Centres and Community Centres. The Fire Service provided ten courses on fire safety in areas where arson and fire lighting is a problem. A 'buddy' system was developed, (funded by the Children's Fund) involving the recruitment of young people aged 16 – 19 who were in training or education, to provide support to the young people aged 9 – 12 referred to the Splash Extra programme. Connexions key workers provided support for those referred young people over 13 years.

In Liverpool, scheme providers fell into three broad categories – voluntary sector, Community centres, and leisure centres. For this reason, one scheme in each category was evaluated.

### **The Urban Scheme**

*Name:* Liverpool City Centre

*Delivery Agent:* Voluntary sector youth organisation

This scheme was based in a very deprived area of Liverpool, with a high level of 'youth crime', arson, anti-social behaviour, car theft, graffiti and vandalism. A third of the population on one estate is under 17 years old, and large numbers of the children come from low-income families. The scheme was delivered in three strands:

- A community leisure centre-based scheme for the younger age group; and
- Two detached youth teams for the older age group.

This approach was chosen because it was believed that 'kids involved in juvenile nuisance' will not usually use centre based activities. The aim was to develop relationships through detached youth work and other Splash Extra activities that could be continued after the scheme.

---

### **The Neighbourhood Scheme (1)**

*Name:* Anfield / Breckfield

*Delivery Agent:* Community Leisure Centre and Detached workers

The scheme was designed to:

- Boost self-esteem and confidence;
- Reduce youth annoyance in the area, such as graffiti, “as it is bringing them in off the street at least”;
- Improve understanding and knowledge of health, hygiene, costs of food and basic cookery skills, whilst being fun, positive and supportive; and
- Provide support for the young people, when they may not get positive responses at home.

The key Delivery Partners used their experience and knowledge of the local community and neighbourhood issues to ensure the safe and successful delivery of a programme of activities and events relevant to local needs and issues. The Children’s Fund supported a complementary Street Based Summer Play Scheme. Many families in the area from ethnic minority groups have been racially attacked, and in past incidents asylum seekers have been petrol bombed out of the area. Splash Extra therefore provided an opportunity for ethnic minorities to mix with other young people and take part in a wide range of activities as well as giving families the chance to begin their integration into the Anfield community.

### **The Neighbourhood Scheme (2)**

*Name:* Norris Green

*Delivery Agent:* Leisure Centre & Community Centre

Norris Green Leisure Centre is a modern Community based Multi Purpose Wet & Dry Leisure Facility that opened in March 2000. The scheme worked with many partners including Liverpool Basketball Club, Parents Against Drug Abuse, Boot Housing Estate Residents Association.

## **4.3 Reading**

### **The Local Programme**

*Number of schemes:* 5

A number of sports clubs, health promotion specialist and arts organisations funded by the Arts Council of England were involved in the overall programme, mostly offering options in the centrally provided support programme. The voluntary sector made a significant contribution especially through the church networks in provision of volunteers, venues, outreach and early consultation. The Youth Service was another key partner.

### **The Urban Scheme**

*Name:* Reading Boiler Room

*Delivery Agent:* Church based group

---

The Boiler Room works with a particular group of young people (13-17 age range) who gather in the nearby Forbury Gardens and has provided drop-in facilities on Saturdays for some years. These young people often have chaotic lifestyles, disrupted family relationships and are likely to be misusing drugs and/or alcohol. Some are homeless. The young people can also be vulnerable to theft or aggression from other groups of young people in the town centre. The scheme offered drop-in facilities, helping young people to deal with family issues, handle conflict or criticism more constructively, moderate drinking or drug use and cope with sexual relationships. The activities were perceived as ancillary to the relationship building.

The younger age group were catered for by St. Laurence Church, as delivery partner, with a one week Splash Extra Scheme and a residential week at Rushall Farm.

### **The Neighbourhood Scheme**

*Name:* Amersham Road

*Delivery Agent:* Inter-faith voluntary sector consortium

Churches Together in Caversham, an inter-faith voluntary sector consortium that had been undertaking outreach and some youth provision in the area, managed the scheme for the Amersham Road area. The 13 –17 year olds were offered open access drop in sessions, structured activities, trips and events. The provision for the younger age group was managed by the District Council Play Development Section and took place at the nearby Amersham Road Community Centre. The scheme worked closely with Arts Council of England funded organisations.

## **4.4 Sheffield**

### **The Local Programme**

*Number of schemes:* 12

The Splash Extra programme was managed within the Local Crime and Disorder Partnership structure, which co-ordinated the range of initiatives that fell under the street crime umbrella. These included Operation Impact, the Behaviour Improvement Programme, the establishment of BEST teams and Splash Extra. The Behaviour Improvement Plan and Children's Fund initiatives were all linked in to the Splash Extra summer programme to ensure citywide coverage. Sheffield also tried to build in sustainable provision by linking activities such as Sure Start and existing play schemes. A map of local initiatives in Sheffield is provided in the appendix, section 8.4.

### **The Urban Scheme**

*Name:* Sheffield City Centre

*Delivery Agent:* Sheffield Futures

Devonshire Green (a green space which hosts a skateboard park) and the Young People's Centre hosted the summer scheme. The City Centre team do not have the history of relationships with the young people in the area; therefore they were very reliant on local voluntary organisations that already work with specific groups of young people (such as looked after young people, asylum seekers) for their involvement.

---

Devonshire Green is used by many sections of the community including the homeless, those using support services, young people entering for the skateboard culture and shops, asylum seekers and the student population.

### **The Neighbourhood Scheme**

*Name:* The Manor

*Delivery Agent:* Sheffield Futures

The Delivery Agent is established in the area, already working with target young people. The youth workers identify a group of young people who may benefit from their intervention, sometimes through referrals from other agencies. The group is encouraged to undertake an activity during which they are supported by youth workers and resources. During the six to eight week programme the youth worker and young person identify key issues to be addressed, this may range from bullying to drugs or employment. Further structured activities and support are undertaken to meet these needs. In addition inter-generational work is encouraged and this is achieved by enabling volunteers from the community to be involved in the delivery. Each young person in the group develops a portfolio and can earn a Certificate of Achievement for their work. Their portfolio is used for supporting evidence in applying for jobs or to gain accreditation for example with Millennium Volunteers.

## **4.5 Tower Hamlets & City**

### **The Local Programme**

*Number of schemes:* 10

Schemes were located according to the distribution of street crime. The Arts Council of England provided several work programmes and Tower Hamlets Library Services also obtained funding through the Reading Agency to run a separate scheme in the area. A map of local initiatives in Tower Hamlets is provided in the appendix, section 8.4.

### **The Urban Scheme**

*Name:* Bethnal Green Market

*Delivery Agent:* Youth Club

This scheme focused on outreach and detached youth work, aiming to engage young people who were still hanging around local streets in activities. Young people were made aware of and referred to a choice of activities across the whole area. Through this approach some of the hardest to reach young people who were not interested in attending youth centres or their local Splash Extra schemes were met, engaged and talked with on the street, and referred to and attended schemes that better met their needs.

### **The Neighbourhood Scheme**

*Name:* Berner Estate

*Delivery Agent:* Community Centre



---

The Bangladesh Youth Movement is a registered charity that has been in existence for 25 years and seeks to involve Bangladeshi people in the local community. The Bangladesh Youth Movement Scheme only worked directly with young males, as it was not felt culturally appropriate in the local Bangladesh community that young males and females should mix in these activity programmes. Any young females the scheme workers met were referred to nearby schemes. A number of the youth project workers and volunteers and one of the scheme co-ordinators were previously engaged as attendees of local schemes in previous summers.

---

## 5. QUALITATIVE INFORMATION ON PROCESS AT THE LEVEL OF SCHEMES AND ACTIVITIES

This section covers:

- The targeting and referrals processes used by schemes and the appropriateness and effectiveness of these processes in reaching young people at risk;
- Activity design; and
- Young people's experience of activities.

These subjects, particularly activity design, will be addressed in the light of the Communities that Care (CtC) research note "*Risk and protective factors associated with youth crime and effective interventions to prevent it*"<sup>33</sup>). This investigates three key areas in youth crime prevention:

- The risk factors which are most associated with youth offending;
- Protective factors which offer some means of alleviating this risk; and
- Successful strategies for addressing risk factors

Section 5.3 investigates the extent to which Splash Extra has used the strategies identified. Further detail of this study is included in the appendix, section 8.5.

### 5.1 How young people were targeted

#### 5.1.1 Scheme Location

Every Yot participating in the intensive evaluation was aware of the CtC research and used these findings to select locations for Splash Extra Schemes. Schemes were placed in high crime neighbourhoods, especially areas of high street crime or youth nuisance. Yots worked with local agencies such as the police, local councils and Connexions to identify sites:

*"Sites for schemes have been identified to reflect those areas of Liverpool which have the highest levels of crime, youth nuisance, lack of educational attainment, etcetera."*  
(Yot Programme Co-ordinator).

Criteria used to identify sites focused particularly upon generic risk factors in order to target appropriate young people – the argument being that simply by living in a certain area, a young person is at risk of offending.

In a few cases, in order to target the most at risk, locations would be based on local knowledge about where the target group live. For example, Didsbury in Manchester is a high crime area (because its large student population are targeted), but those from nearby, specifically targeting the area, are responsible for the crime. Yots were given discretion to target appropriate neighbourhoods where this was the case.

---

<sup>33</sup> Youth Justice Board for England and Wales, November 2001

---

### **5.1.2 Targeting and Referral**

The way in which individual Splash Extra schemes approached the targeting and referral of young people varied across the national programme. Most Local Programmes set up some form of targeting and referral system. Those areas that already had good working relationships with local agencies found it easier to develop a referral system quickly that met the demanding timescale of the national programme. Areas where these relationships did not exist struggled to develop an effective system.

Evidence from the intensively evaluated areas suggests that numerous methods were used to target and refer young people. Key approaches are outlined below. It should be noted that in many cases, several of these approaches were used concurrently in order to maximise engagement of at risk young people.

#### **5.1.2.1 Yot-based approach:**

Many Yots managed referrals centrally, often appointing a 'referral co-ordinator' to oversee the process. This was made possible by the decision to provide Yots with funding of £1,000 per scheme to perform a co-ordination role. The co-ordinator worked in partnership with a number of other agencies, such as Connexions, the police, community services, schools, LEA, and the Yot. The referral co-ordinator often came from one of these agencies (usually the Yot). For example:

- In Reading, the training officer from the Youth and Community service co-ordinated the referrals list for all Summer Plus/Connexions and Splash Extra activities. Referrals in this area came from the Education of Children Out of School unit (ECOS), schools, Reading alternative school, Yot, Education Welfare, the principal youth officer from the youth and community service and the police beat officers.

A referrals list was collated centrally then disseminated to schemes. Each scheme would receive a list of a number of young people who reside in their area and are considered at risk. It was then be the responsibility of the scheme co-ordinator to engage these young people.

#### **5.1.2.2 Scheme-based approach**

Delivery Agents worked with local agencies to identify at risk young people. For example, in Birmingham, the Yot asked each scheme to seek referrals from local schools, beat officers, community organisations and hostels/children's homes.

#### **5.1.2.3 Urban scheme approach**

The Home Office Youth Lifestyles 1998/1999 survey<sup>34</sup> found that:

*"...Young people who hang around in public places (who) were more likely to be serious or persistent offenders – 19% of males aged 12-17 who said that they hung around in town centres, near their home or elsewhere were offenders compared to 5% of those who did not"*

Urban schemes were piloted in Splash Extra in an attempt to target at risk young people that would not be engaged by the usual neighbourhood-based approach, particularly

---

<sup>34</sup> "Risk and protective factors associated with youth crime and effective interventions to prevent it", YJB, November 2001 – Page 36

---

targeting those who congregate in urban centres. Key approaches used by these schemes were:

**Detached / Outreach work:** Detached / Outreach workers worked in urban centres, making contact with young people and referring them either to centrally based activities, to their nearest scheme or to the scheme that best met their needs. Youth workers targeted high crime areas and areas in which young people congregate, such as shopping centres and local parks.

Some neighbourhood-based schemes also used outreach workers in addition to their main programme of activities. However, the nature of the 'clients' for the urban schemes meant that outreach and detached youth work made a particular impact in these areas. Young people in urban areas do not necessarily congregate in one area, making them more difficult to target than in the neighbourhood environment.

**Targeted Groups:** A number of schemes opted to target a specific group of young people, for example:

- Sheffield City Centre scheme focused on looked after children and asylum seekers. The CtC research observes that: “ a ‘care episode’ is not necessarily a risk factor, but may be both an indication of prior high exposure to risk<sup>35</sup> Asylum seekers are also mentioned as a potential target group. Other vulnerable groups such as the homeless or those using drugs support services in the City Centre were also targeted by this scheme.
- The Boiler Room scheme in Reading targeted young people with specific lifestyle issues:

*“Most will be users of illegal drugs, mainly cannabis, amphetamines or heroin, and many will abuse alcohol. Sexual activity is disorganised with attendant health risks and vulnerability. The young people are also open to theft and physical attack.”<sup>36</sup>*

Some neighbourhood schemes with existing client groups (such as the Manor in Sheffield) also adopted this approach, as did YIPs.

#### **5.1.2.4 Universal provision approach**

Splash Extra is an open access programme and some schemes chose to concentrate on this aspect as a means of engaging those at risk: Schemes cited several reasons for this approach:

- Stigmatisation of young people and accusations of ‘rewards for naughty boys’ are avoided;
- A non-offending peer group is provided. The CtC research identifies an individual protective factor as being female, since young men are more likely to offend than young women. Rather than a reason for excluding young women, it is a view among some youth workers that mixed groups are easier to manage than all male groups. Groups that mix troublesome young people

---

<sup>35</sup> “Risk and protective factors associated with youth crime and effective interventions to prevent it”, YJB, November 2001- Page 32

<sup>36</sup> Reading Intensive Evaluation Report

---

with those whose behaviour is more acceptable are also regarded as more manageable; and

- Many of the young people who accessed Splash Extra, while not appearing on referral lists, may well have been at risk of offending. This approach allows agencies to identify potential offenders of whom they were previously unaware.

Liverpool City Centre scheme operated such a policy, promoting the scheme widely across the city.

#### **5.1.2.5 Intensive provision approach**

Some schemes tried to offer more intensive provision for the most at risk young people. This ranged from offering individual activities specifically aimed at these young people to offering an entirely separate programme of activities for them. YIPs commonly use these approaches to target their ID50.

#### **5.1.2.6 Multi-Agency approach**

Connexions and the Children's Fund operated in many Splash Extra areas. When this was the case, they were brought into the targeting and referral process, although the extent to which this happened, and the means by which it was achieved, varied dramatically. Some areas used Connexions and the Children's Fund to provide referrals; others used Connexions Key Workers to support young people who had been referred. In other areas, Connexions and the Children's Fund operated entirely separately to Splash Extra.

Sheffield aimed to provide support to some of the referred young people through the appointment of 15 Behaviour Improvement Programme (BIP) workers, 5 of which work with under 13 year olds. Supported by Sheffield Futures and Connexions, the aim of the BIP team is to work with the most disaffected, excluded young people. Further details are shown in the appendix, section 8.4.

#### **5.1.2.7 Mentors / Buddies approach**

Several areas employed young people to act as mentors or buddies who could relate to and help engage referred young people:

- Liverpool Yot used funding from the Children's Fund to employ 'buddies' – young people aged 16 to 18 years who could act as mentors for referred young people in the 9-12 year old group;
- Tower Hamlets Yot used ex-Splash participants to act as youth workers, and in one case as scheme co-ordinator; and
- In Sheffield, the Manor team enabled some of the 'older' young people, who they had already worked with, to develop their skills by 'buddying' the younger participants.

### 5.1.3 Splash Extra Scheme Promotion

In addition to specific targeting, the majority of schemes took measures to promote themselves to a wider audience. Promotional activity was creative – leaflets and publicity

cards were distributed, local news and radio were used, posters and banners were produced, local newsletters were sent out, schools, community groups, police and local councils were informed. In many areas, the Yot co-ordinated some central promotion among interested agencies and partners, whilst schemes focused on promoting the scheme locally.

#### Case Study: Norris Green, Liverpool

The scheme sent out posters and leaflets to:

- Two neighbourhood councils, the community groups, local residents groups,
- Neighbourhood Management Group, Community Steering Group (100 people)
- Local newsletters,
- Community police officer delivered to all the local schools
- The centre and local offices/popular venues
- The centre manager was interviewed by the local free press
- Local radio and ordinary local newspapers

*Consultation:* Pre-scheme consultation is viewed as a necessity by most schemes and Yots.

*“A longer lead in time would allow for greater consultation with the young people and better links with parents, residents, schools and local agencies.”* Scheme Co-ordinator, Amersham Road

Many complained that consultation was either limited or simply not possible because of the tight timescales for setting up Splash Extra. Consultation is covered in more depth in Section 5.2.1.

The high attendance figures for Splash Extra (the total of 91,023 young people is well above the target of 48,000) suggest that schemes were, on the whole, successful at promoting themselves.

### 5.1.4 Young person self selection to schemes

The extent of self-selection by young people is evident simply by looking at attendance numbers. A total of 91,023 young people were engaged across the country, almost double the original target. This success was repeated across almost all schemes, with 73% of schemes attracting more than the target of 160 young people. Indeed, the average number of young people per scheme was 290 for neighbourhood-based schemes, rising to 620 for urban schemes (this figure reflects the volume of young people met through detached work, who would not all have been actively engaged in the schemes).

These figures reflect how eager young people were to take part in Splash Extra. Almost universally, young people agreed that normally, there was *“nothing to do over the summer holidays”* and that they attended Splash Extra because it gave them something worthwhile and enjoyable to do. Young people welcomed the opportunity to be physically active, gain new experiences and to meet new friends. *“Splash gives you the opportunity to do lots of different things.... It’s great, everyone my age would agree.”*

---

### **5.1.5 Summary: validity of methods to reach a defined number of at risk young people**

Yots and schemes developed a wide array of approaches to enable them to reach at risk young people, usually adopting several approaches as part of their overall strategy.

The methods designed by Yots and schemes to reach at risk young people were in the main based on experience of what works. These approaches were all appropriate. Unfortunately, in practice, short timescales meant that they were not always as well planned or implemented as practitioners might have wished. Nonetheless, at risk young people were engaged, and the following section investigates how successful these approaches were in practice.

## **5.2 The effectiveness of targeting approaches in reaching young people at risk**

*“About 3% of offenders are responsible for a disproportionate amount of crime (about a quarter of all offences)”<sup>37</sup>*

Although many schemes did use a comprehensive system to target and refer young people at risk, the evidence suggests that the majority of young people who attended Splash Extra schemes were not formally referred. However, there are some important points to bear in mind:

- Location of schemes meant that many young people, while not appearing on referral lists, may well have been at risk of offending. This is demonstrated by the crime data at BCU level (see Section 3.1.3), which shows that Splash Extra schemes successfully targeted high crime areas.
- In many areas in which formal referrals did not take place (such as Tower Hamlets) the participants were known to the delivery agents prior to the start of Splash Extra and were informal targets or had been previously targeted;
- The bulk of delivery agents for Splash Extra were new to the programme and, in some cases, new even to the field of work. For example, Liverpool used Sports Centres, not previously involved in youth work, to deliver a number of their schemes;
- Creating a referral process at short notice was a tall order for some delivery agents, many of whom would be starting from scratch; and
- Splash Extra is open access, so it is not expected that all participants will be referred.

Findings, outlined below, suggest that given the timescales for setting up Splash Extra, a scheme based approach to targeting and referrals was the most effective – simply because this was quicker to set up than a Yot based approach, which in the main had limited success. Nonetheless, areas in which the Yot took a very active part, or which had one delivery agent co-ordinating all schemes (such as Sheffield) seem to have been more successful at managing targeting and referrals. This suggests that a centrally co-ordinated approach is vital to the success of this element of Splash Extra. Given longer

---

<sup>37</sup> ‘Young People and Crime’ (Graham and Bowling, 1995)

---

to plan, both approaches should be used to maximise the numbers of young people identified.

Outreach work needs to be more carefully tracked in order to establish the proportion of young people met through this approach who are subsequently engaged in activities. This tracking will also enable youth workers to ascertain the best ways of persuading young people to become engaged.

### 5.2.1 Success of specific targeting approaches:

**Yot based approach:** Many Yots had difficulty implementing this approach owing to the timescales available:

- In Liverpool, the official referral list was not available to schemes until two weeks after Splash Extra had started. Agencies were slow to provide referrals, and a delay was also caused by the police checking, recruitment and training of buddies.
- Tower Hamlets Yot was unable to set up a system owing to limited timescales and resources (although the Yot seemed confident that a number of those engaged *would* have been on referral lists had these existed).

Areas in which the Yot took a very active part, or which had one delivery agent co-ordinating all schemes (such as Sheffield) seem to have been more successful at managing targeting and referrals. This suggests that a centrally co-ordinated approach is vital to the success of this element of Splash Extra.

**Scheme based approach:** Scheme based approaches were often the most effective, as they took less time to co-ordinate. Again, given the timescales, this approach was more effective in schemes with a history of such work:

- The co-ordinator at Sheffield's Manor scheme had worked in the neighbourhood for over 9 years and had an established structure for engaging and working with targeted young people. From the referral list provided, all except 5 young people were already known to or working with the Manor Team.

### Detached / Outreach:

*Urban schemes:* Detached / Outreach workers have succeeded in contacting large numbers of young people (the Bethnal Green scheme in Tower Hamlets met over 3,000 young people). However, the number of these who were subsequently engaged on schemes was rarely tracked. When they were, the results have not been encouraging:

- In Birmingham, none of the young people contacted through outreach in the City Centre that were referred to the Handsworth scheme registered on this scheme.<sup>38</sup>

This approach needs to be carefully tracked so that workers can ascertain what is effective in persuading the young people they meet to engage with schemes.

---

<sup>38</sup> Birmingham Intensive Evaluation Report

---

*Neighbourhood-based schemes:* Schemes found that using detached or outreach workers to ensure that they engaged target young people in their activities worked well. For example, in Liverpool, delivery of activities by a Sports Centre was complemented by additional detached work to ensure those at risk were engaged:

*“I am pretty confident that if and when we eventually ever get our list of referrals...a fair number of those referrals will have already been identified by the detached team, because they know the children who have difficult home or backgrounds.”* (Scheme co-ordinator)

This proved an effective approach to combining ‘open access’ provision with more targeted work.

### **Targeted Groups:**

Two of the eleven schemes intensively evaluated focused specifically on an identified target group:

- The Boiler Room scheme targeted a known group of young people, who define themselves mainly through sub-cultural style groups, such as “moshers”, “skaters” and “goths”. The scheme leveraged pre-existing relationships with these young people, tailoring activities to match their needs.
- The Sheffield City Centre scheme used agencies already working with its target young people to promote engagement. A particular focus was placed upon asylum seekers, young people leaving care and other vulnerable groups such as the homeless or those using drugs support services in the City Centre. The City Centre team therefore approached local voluntary and public sector partners, as well as the Youth Offending team, for them to refer and ‘bring’ some of their clients to get involved in the activities.

Both the above schemes successfully engaged their target young people. What this demonstrates is that an approach appropriate to the target group must be taken in order to succeed. The exact method must be based upon the very specific needs of that group.

**Universal Provision:** Nine of the eleven schemes intensively evaluated offered universal, open access provision. Balancing open access activities with the ‘special treatment’ of referred young people caused difficulties and confusion among some scheme workers. For example, the Liverpool City Centre scheme was extremely popular and places were quickly filled, leaving co-ordinators struggling to find room for referred young people when they were required:

*“We’ve had Connexions workers saying ‘no, all your Splash Extra activities are for our young people, so we’ve got to have a place’... So there is a lot of confusion around what the referral process is, who can refer... I went to a meeting where it was very clear that Splash Extra has to be an inclusive process for everybody, so that is what we’re trying to do.”* (Scheme co-ordinator)

This approach needs to be tightly managed and planned to be effective and to avoid running out of places for the very young people who are most in need. Scheme coordinators would have benefited from guidance on the appropriate balance between offering open access and targeting those young people at risk. This is an area for future policy consideration.

### **Intensive Provision:**

Offering specialised one-to-one support (as described in the case study, right) is often necessary for those at risk of offending, who can be disruptive and uncooperative. The approach used to tackle Jodie was effective but resource intensive. Many schemes struggled to get adequate staffing, owing to late notice, delayed police checks and, in many cases, competition for staff between the many different funding streams in operation this summer. In addition, schemes were frequently over-subscribed. Providing one-to-one care for a few individuals was not always possible. Nonetheless, for those that did manage it, it was a success:

- By focusing upon a group of just 9 referred young people, Birmingham City Centre's intensive summer school was able to offer close support for those who needed it most, whilst offering more general activities elsewhere for others. This enabled them to have a huge impact on the referred young people. For example, 'Garry' was on the Intensive Supervision and Surveillance Programme (ISSP) for the robbery of a mobile phone. At the end of the programme, having developed an interest in filming, Garry had decided to pursue this interest by doing GCSE drama when he returned to school: *"I'm not joking – honest – it's what I want to do."*

Existing evidence suggests that a high proportion of crime involving young people is committed by a small number of offenders, indicating that an intensive approach should be more effective at reducing crime.

**Multi-Agency:** As the means of developing multi-agency approaches to targeting and referrals varied, so did the success of these approaches:

- In Reading, there was close work between Splash Extra and Connexions. The use of key workers, who were already known to many of the local young people from youth work activities, enabled the successful engagement of referred young people.

### **Case Study: Jodie, Aged 14**

Jodie is currently excluded from mainstream education, is on a six-month referral order managed by the local youth offending team and has a volatile home life. Her family is well known to the local police.

Jodie often felt reluctant to participate and lacked the confidence to try new activities. Youth workers spent time working on her fears and confidence levels as well as looking at appropriate behaviour when in the presence of the general public. Consequently, Jodie tried many new activities, in some showing considerable ability. As the scheme progressed, Jodie felt confident enough to discuss her drug-dependant lifestyle including heavy use of amphetamine and ecstasy. Through on-going work from the youth service Jodie will be supported through her drug problems and recently she has made very positive comments about attending the local Pupil Referral Unit as a route back into education. Jodie said:

*"The canoeing course was brilliant - I learnt so much. I am dead chuffed about having five certificates to put in my record of achievement as it was empty before Splash...people do care and I am not on my own"*

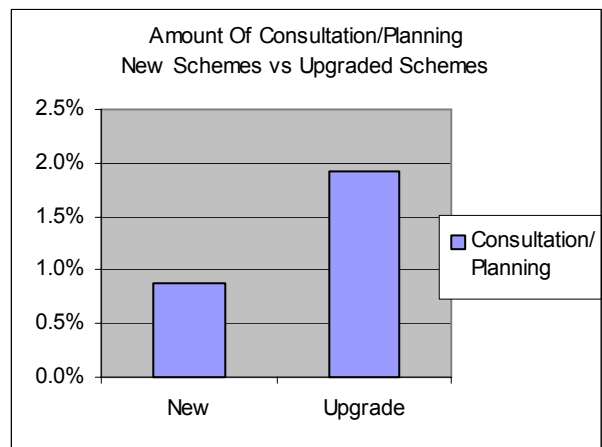
- In Liverpool, where multi-agency working was less extensive, the referrals process was poor. Norris Green scheme co-ordinator was ‘disappointed’ with the lack of contact with Connexions, and had only 6 young people (1% of their attendees) referred to them under the Children’s Fund buddy system. He believed more involvement from Connexions and the Youth Service was required and that they had been unsuccessful in engaging those young people who “cause most of the trouble”.
- Using Behaviour Improvement Programme (BIP) workers was effective in Sheffield, as many of the referred young people who did not attend the schemes began work instead with the BIP workers or Connexions Personal Advisors.

**Mentors / Buddies:** The use of peer mentors or buddies was quite common (see section 5.3.3) and usually a success. Four of the eleven schemes intensively evaluated used this approach. Problems encountered were to do with setting up the system, rather than the approach itself:

- Liverpool encountered teething problems. Setting up this system involved substantial work and resources, as buddies had to be recruited, trained, and given ongoing support. In addition, due to short timescales and outstanding police checks, the buddy system was not in place until some schemes had begun delivery.

**Consultation:** Virtually all schemes acknowledged the importance of pre-scheme consultation with young people, but for many, timescales were simply too tight. This is borne out by a comparison of the amount of consultation used by upgraded schemes (who had more time to plan) and entirely new schemes.

‘Upgraded’ schemes ran more than twice as many consultation sessions as new schemes<sup>39</sup>. In general, it seems that those schemes with a pre-existing client base (such as YIPs and Youth groups) undertook more consultation because they already had links with the young people in place.



### 5.2.2 Impact of Individual Schemes

This section investigates the success of each of our intensively evaluated areas in engaging at risk young people. In doing so, we must bear in mind that:

- In an open access scheme, the number of target young people engaged may be a small proportion of the overall attendance.

<sup>39</sup> The amount of consultation run by upgraded schemes is roughly the same as that run on average in Summer Splash 2001

- Engaging the most at risk may often be time consuming and requires planning, consultation and time in which to build relationships with the young people concerned. The short timescales for setting up Splash Extra undoubtedly impacted on the ability of schemes to engage large numbers of this group.
- Attendance on Splash Extra is not mandatory for those referred – success in engaging the 'at risk' depends upon the success of the scheme in attracting these young people.
- Most schemes did not keep records of which young people were referred and which were not, which made the effectiveness of a scheme at engaging these young people difficult to judge. This also means that in some cases, the number of referrals a programme has engaged are not known.

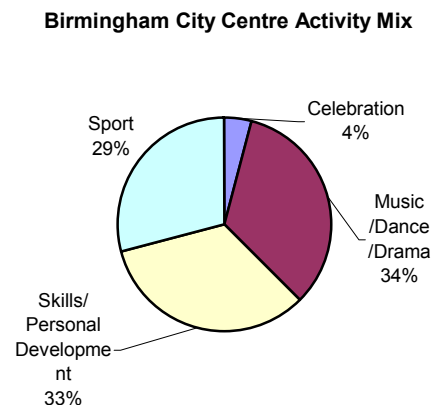
### 5.2.2.1 Birmingham

*Targeting and Referrals:* Formal referrals were not as widely used as was hoped. The Youth Offending Service did not co-ordinate these centrally, instead asking agencies to forward referrals directly to schemes. Overall, formal referrals to Splash Extra schemes were very few.

#### **City Centre**

*Number of individual young people engaged:* 410

*Targeting and Referrals:* There were 19 formal agency referrals. 16 of these formal referrals were recorded as attending the City Centre Summer School and/or the associated trips. Most referrals (14) came from the Yot or Intensive Supervision and Surveillance Orders (ISSP), but Social Services, the Probation Service, Children's Homes or Residential Centres, the Kingsmere Remand Unit, and a community organisation referred others (often the same young people were named). Eight were recorded as excluded from school. <sup>40</sup>



#### *Activities:*

- 67% of attendees were male;
- 88% were aged 13 or over; and
- A high proportion of activities were Skills / Personal Development work and 'Music / Dance / Drama' (the amount of each was well above the national average).

*Crime:* No crime data available.

<sup>40</sup> This scheme was given permission by the YJB to target 13-17 year olds only

*Assessment:* Much of the funding for this scheme went towards the summer school, which 9 young people completed. For these young people, however, it was a high dosage, high intensity experience which made a great impact upon them. Unfortunately, the lack of data means that any impact this may have had upon crime cannot be assessed.

### Handsworth St George's

*Number of individual young people engaged:* 176

*Targeting and Referral:* A very small number came as a result of formal referral and only a few were known offenders.

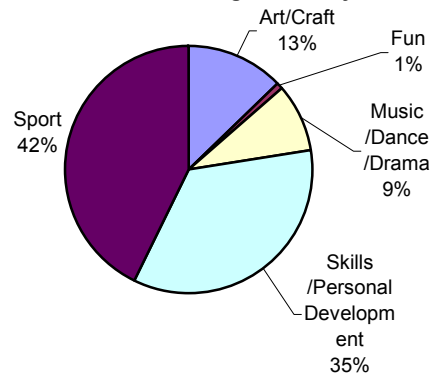
*Activities:*

- 59% of attendees were male;
- 55% were aged 12 or under; and
- A major focus was placed upon personal development (the proportion was almost four times the national average).

*Crime:* No crime data available.

*Assessment:* Unfortunately, the lack of data means that any impact this may have had upon crime cannot be assessed.

**Handsworth St George's Activity Mix**



### 5.2.2.2 Liverpool

The referral co-ordinator dealt with over 200 referrals from the 9 to 12 age group and 124 from the 13 to 19 age group.

#### City Centre

*Number of individual young people engaged:* 393

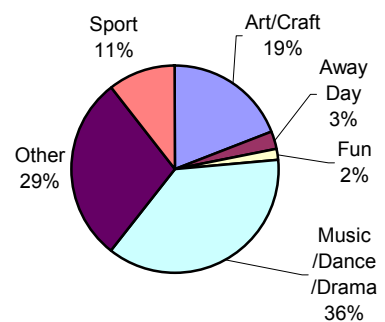
*Targeting and referrals:* Limited. The scheme also struggled to find places available for referred young people.

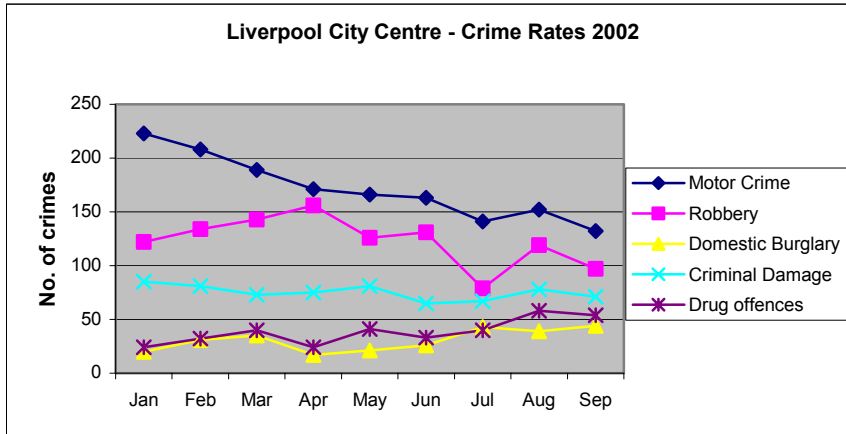
*Activities:*

- 59% of attendees were female;
- 58% were aged 13 and over;
- 'Other', which was one of the most common types of activity, represents mostly IT drop-in sessions; and
- Arts made up a huge proportion of activities (55% combined). This may explain the unusually high proportion of females.

*Crime:* No clear trends emerge. Some large increases in crime occurred during August (borne out by a year on year comparison).

**Liverpool City Centre Activity Mix**





**Assessment:** Crime went up during the summer, so it seems unlikely that the scheme had any impact upon crime. Possible reasons for this include the following:

- Little or no targeting took place;
- A very high percentage attendees were female (females commit less crime); and
- Other external factors may have influenced the crime data.

### Anfield / Breckfield

**Number of individual young people engaged:**  
950

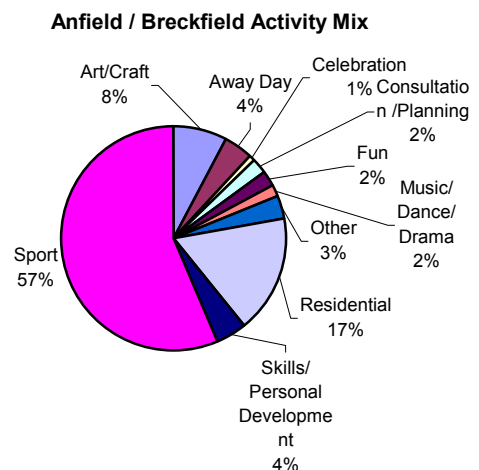
**Targeting and Referrals:** The scheme did not receive their referral list until 3 weeks into the summer. No names from the Connexions referral list were engaged, and only one of those targeted for buddying was on the scheme register (although since more than one buddy was attached to this scheme, it is probable that the register was not fully comprehensive).

#### Activities:

- 66% of attendees were male;
- 63% were aged 12 or under;
- A very high proportion of Sport was delivered (more than at Norris Green, which is a Leisure Centre); and
- The amount of Skills / Personal Development and Music / Dance / Drama were below average.

**Crime:** A year on year comparison of August 2001 to August 2002 shows an increase in total crime of 3%. However, a comparison of the months preceding, during, and after Splash Extra, show that crime did drop in August (and rose sharply again in September).

**Assessment:** There is no discernable pattern in crime – levels had been falling prior to the summer, which suggests that this was caused by an external factor. There is little



evidence that the scheme had any impact on crime, despite engaging a huge number of young people. Potential reasons for this include the following:

- Non-developmental activity mix;
- Lack of referrals; and
- High proportion of the younger age group (less likely to offend).

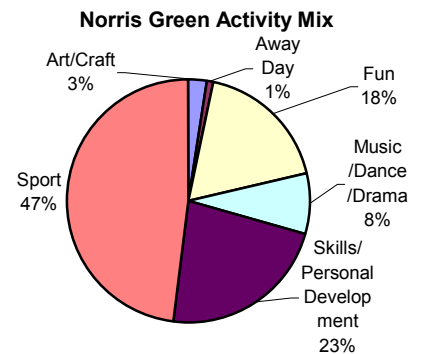
### Norris Green

*Number of individual young people engaged: 608*

*Targeting and Referral:* Norris Green scheme co-ordinator was ‘disappointed’ with the lack of contact with Connexions, and had only 6 young people (1% of their attendees) referred to them under the Children’s Fund buddy system. He believed that they had not targeted those young people who “cause most of the trouble”.

*Activities:*

- 58% of attendees were male;
- 55% were aged 12 and under;
- Nearly half of all activities were Sport (unsurprising perhaps, as Norris Green is a Leisure Centre); and
- Skills and personal development formed almost a quarter of the scheme’s activities.



*Crime:* A year on year comparison of August 2001 and August 2002 shows that crime went down for most of the offence types that were tracked:

- Motor crime down 39% compared to August 2001;
- Domestic burglary down 22%;
- Robbery doubled (from 8 robberies to 16);
- Criminal damage up 30%; and
- Drug offences down 15%

*Assessment:* Some impact upon crime appears to have been made in August. If this is a result of Splash Extra possible reasons may include the following:

- Engagement of a large number of young people
- High proportion of Skills / Personal Development activities

However, it should be noted that targeting and referrals did not appear to have been wholly successful on this scheme.

#### 5.2.2.3 Reading

*Targeting and Referrals:* Reading compiled a list of 223 young people at risk of which only 25 were known to attend Splash Extra.

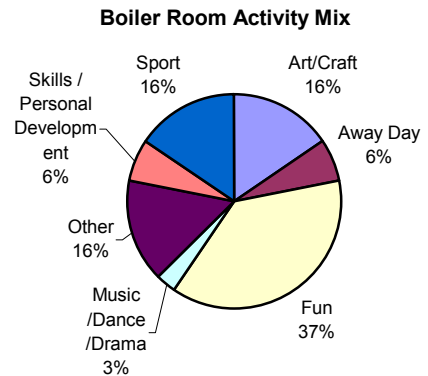
### Reading Boiler Room

*Number of individual young people engaged: 168*

*Targeting and referrals:* The scheme relied upon existing knowledge of their client group, who were widely engaged. The younger age group were also engaged: “the staff reported that about two thirds of the children were known to “*have difficulties at school*” and several had already offended.

**Activities:**

- 54% of attendees were male;
- 96% were aged 13 and over;
- The scheme had an unusual activity mix, with a strong emphasis on ‘Fun’ and little sport; and
- The amount of ‘Art & Craft’ was well above average.



*Crime:* Compared to the previous summer, (August 2002 compared with August 2002):

*Motor crime fell by 78% (from 99 crimes to 21)*

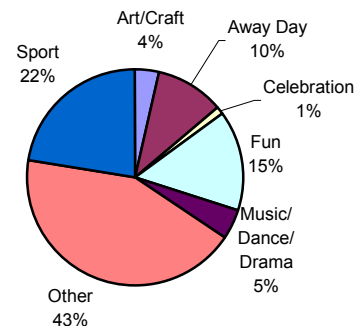
*Domestic Burglary fell by 50% (from 10 to 5)*

*Drug offences rose by 63% (from 8 to 13)*

*Assessment:* There was an impact made at least on motor crime (in the other cases absolute numbers are perhaps too small to say anything meaningful) over the summer. If caused by Splash Extra this could be due to:

- Effective engagement of target group
- High proportion of the older age group engaged

**Amersham Road Activity Mix**



**Amersham Road**

*Number of individual young people engaged: 195*

*Targeting and Referrals:* Ten formal referrals attended the scheme. It was possible to gear Connexions resources to making things work well for problematic or disruptive young people, tailoring activities to their needs.

**Activities:**

- 67% of attendees were male.
- 58% were aged 12 or under.
- High proportion of ‘Other’ – which represents ‘general provision’ (open sessions at the club).

*Crime:* Compared to the previous August, there was a 32% drop in our list of crimes typically associated with youth offending<sup>41</sup>. There was also a sharp drop in total crime between July and August this year, and while crime rose again in September, this rise was small and crime didn't go back up to its previous level.

*Assessment:* Some impact upon crime is seen. If caused by Splash Extra, this could be due to:

- Successful engagement of target young people (although this number was fairly small)
- High proportion of males engaged

However, a large number of attendees were the younger age group (who are unlikely to be offenders). Further, no Skills / Personal development activities were offered, and the bulk of provision was unstructured general club provision.

#### 5.2.2.4 Sheffield

*Targeting and Referrals:* The vast majority of the young people who attended both schemes had been referred by an agency/organisation with whom they were in contact. From a total of 37 young people seen in focus groups or individual tracking interviews, by local evaluators only one had self-referred<sup>42</sup>.

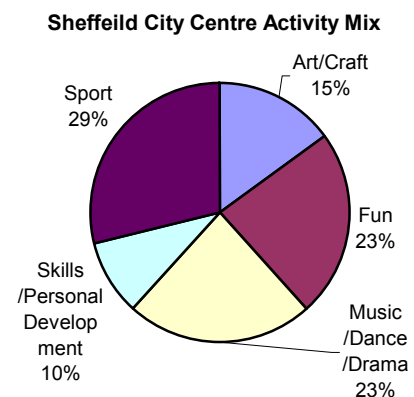
#### Sheffield City Centre

*Number of individual young people engaged:* 1164

*Targeting and Referrals:* Young people were referred by agencies / organisations with which they were previously engaged, and included looked after children, asylum seekers and the homeless. The scheme did not record the number of referrals engaged.

*Activities:*

- 59% of attendees were male;
- Around half of attendees were aged 12 or under and half 13 or over; and
- The programme delivered a very high proportion of arts – 38% in total (Arts / Craft plus Music/Dance/Drama).



The number of male attendees is unusual for a scheme offering such a high proportion of arts activities. This was also a well-targeted scheme, evidence, perhaps, that high male attendance is due to successful targeting rather than activity mix (although the proportion of sport was still relatively high).

<sup>41</sup> Motor Crime, Domestic Burglary, Robbery, Criminal Damage, Drug Offences. No juvenile nuisance data recorded.

<sup>42</sup> Sheffield Intensive Evaluation Report

*Crime:* Compared to the previous summer<sup>43</sup>, substantial decreases in crime were recorded:

- Shoplifting fell by 26%;
- Drug offences fell by 41%;
- Domestic burglary fell by 21%;
- Robbery by 15%;
- Motor crime by 7%; and
- Juvenile nuisance by 6%.

*Assessment:* There was certainly an impact upon crime during August. If this was a result of Splash Extra, potential reasons include the following:

- Large numbers of young people engaged,
- The majority of the young people were referred; and
- Majority of young people were male, although the proportion of males was below the national average.

## The Manor

*Number of individual young people engaged: 275*

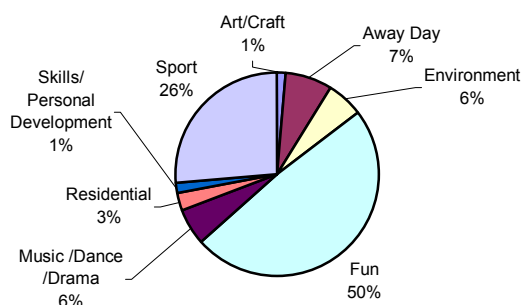
*Targeting and Referrals:* Almost all attendees<sup>44</sup> were referred individuals. Of the total young people engaging in Splash Extra, only 5 had been referred to the scheme with no previous Youth Service involvement. The remainder had already been engaged at local level. The Manor scheme succeeded in engaging 'at risk' young people from both of the target age groups. Detached youth workers approached those who were not currently engaged. As these young people were not part of an existing group the programme built in one-to-one sessions and detached work prior to getting them involved in some of the wider access activities.

*Activities:*

- 65% of attendees were male.
- Around half of attendees were aged 12 or under and half 13 or over.
- There is a large proportion of fun, whilst arts, sports and personal development are all below average.

*Crime:*

Sheffield Parkhill -Activity Mix



<sup>43</sup> (August 2002 compared with August 2002)

<sup>44</sup> Sheffield Intensive Evaluation Report

- No drug offences were recorded during August compared to the previous month where a record 9 offences had taken place;
- Juvenile nuisance generally fluctuates, but was actually higher in August than July; and
- Compared to August 2001, Motor Crime, Robbery, Domestic Burglary and Drug offences were down, but Juvenile Nuisance and criminal damage were up.

*Assessment:* The major crimes typically associated with young people, show a reduction during Splash Extra. If this was a result of Splash Extra, potential reasons include the following:

- Almost all attendees were referred; and
- High proportion of males engaged.

### 5.2.2.5 Tower Hamlets & City

*Targeting and Referrals:* Tower Hamlets Yot operated no formal referral system. Scheme level referral was the only method used.

### Bethnal Green Market

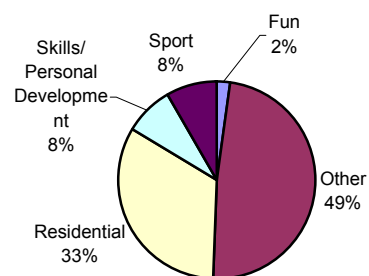
*Number of individual young people engaged:* 3110

*Targeting and Referrals:* 20 locally referred young people were engaged within the Bethnal Green scheme.

#### *Activities:*

- 96% of attendees were male<sup>45</sup>.
- 65% were aged 13 and over.
- The activity mix is again unusual. Almost half the activities fall into the category 'Other', which in this case all represents outreach work.<sup>46</sup>
- There is a very strong emphasis on residential.

**Bethnal Green Market Activity Mix**



*Impact on Crime:* No crime data available.

*Assessment:* Unfortunately, the lack of data means that any impact this may have had upon crime cannot be assessed.

<sup>45</sup> In Tower Hamlets, schemes took place in neighbourhoods that were primarily Bangladeshi, a culture that discourages mixed-gender activities among young people.

<sup>46</sup> The proportion of residential activities is extremely high and suggests that the data may have been mis-recorded.

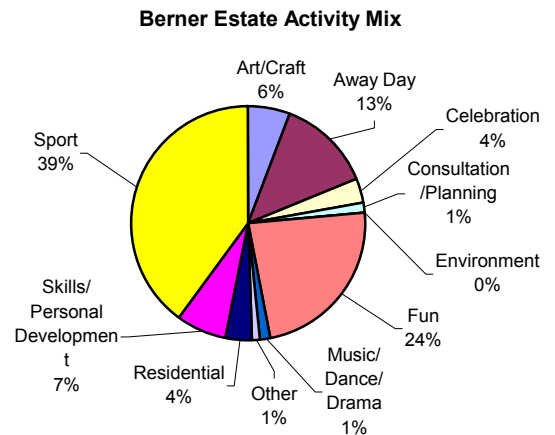
## Berner Estate

*Number of individual young people engaged:* 108

*Targeting and Referral:* Rapid reaction response youth work teams working with the Yot helped to mediate with young people involved in street crime and gang conflict. This involved liaising with existing detached youth workers in Splash Extra schemes in specific areas, and providing additional support where this was required, mostly in the evening.

### Activities:

- 100% of attendees were male.
- 69% were aged 13 and over.
- A higher than average proportion of 'Fun', 'Sport' and 'Away Day' activities were delivered.



*Crime:* A comparison of crime data for the periods July-August 2001 to July-August 2002 (i.e. the summer holidays) in the area covered by the Berner Estate scheme shows a 54% reduction in crime between the two periods.<sup>47</sup>

Comparing August 2001 with August 2002 we see a 78% drop in motor crime (although actual numbers are small – drop was from 9 to 2). Looking at data month by month shows no discernable pattern. Domestic Burglary and Criminal Damage levels have also fallen, but absolute crime numbers are very small.

*Assessment:* It is difficult to draw conclusions about the impact upon crime since overall crime figures are so low. However, if any impact could be attributed to Splash Extra, potential reasons include the following:

- High proportion of males engaged;
- High proportion of the older age group; and
- Attempts made to diffuse conflict and street crime 'on the spot'.

### 5.2.2.6 SUMMARY

The success of these approaches varied, and in many cases it is difficult to fully assess. Attempts by either Yots or schemes to track the success of these approaches were limited. Data for Sheffield City Centre gives the strongest indication that Splash Extra made a difference. This was a well-targeted scheme that engaged over 1,000 young people.

In general, conclusive results cannot be drawn from this information – particularly due to lack of data (not all crime data was available and absolute numbers of referrals engaged were rarely recorded). It is also important to note that in many of the neighbourhood-based schemes, absolute numbers of crimes are relatively small<sup>48</sup> and so apparently

<sup>47</sup> Tower Hamlets Intensive Evaluation Report

<sup>48</sup> In many cases, crime data represents a small neighbourhood, so that although the area is high crime, actual crime figures may be relatively small

large swings can occur which relate only to a small reduction or increase in the volume of crime.

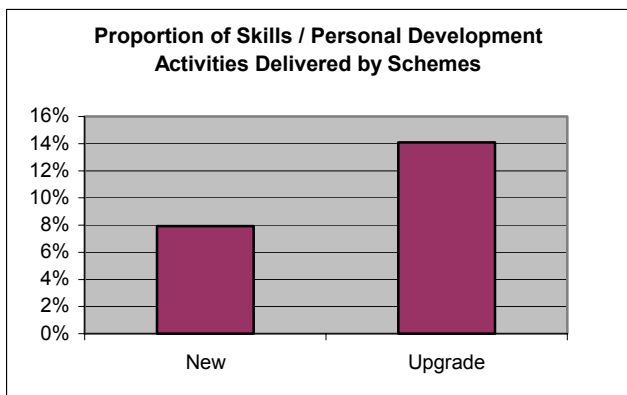
It is interesting to note the diversity of approaches taken by schemes. Splash Extra allowed schemes to decide upon their own approach to activity design, targeting etc, in the belief that they know what works best locally. This would appear to be borne out, to some degree, by the findings above – i.e. what works in one area may not necessarily work in another. However, this variety may also reflect the lack of effective practice available to practitioners setting up a programme at short notice. This could be provided in future years.

### 5.3 Relevance of activities in schemes to identified risk factors for young people at risk of offending or re-offending

*“The aim of prevention activities should be to reduce risk by enhancing protection”<sup>49</sup>*

All of the Yot Key workers involved in Splash Extra were aware of the CtC research, and many ensured their delivery agents were also aware of these. Scheme reports demonstrate an awareness of the risk factors that affect young people, but the short timescales for the set-up of Splash Extra limited the extent to which schemes used CtC research findings in their planning.

Many schemes favoured high attendance first and foremost, reasoning that any kind of diversion would at least have a short-term impact. Lack of time for consultation meant that schemes often relied heavily upon ‘tried and tested’ activities. This is borne out by a comparison between schemes that were upgraded from Splash with entirely new schemes (see graph, right). Upgraded schemes had more planning time, and as a result delivered almost double the amount of Skills / Personal Development.



Interestingly, both figures are lower than the previous year. 16% of activities in Summer Splash 2001 were classed as Skills / Personal Development. The drop could also be connected to the introduction of the younger age group.

The activities or approaches used in Splash Extra that address identified risk factors are detailed below.

<sup>49</sup> “Risk and protective factors associated with youth crime and effective interventions to prevent it”, YJB, November 2001- Page 26

### 5.3.1 AFTER SCHOOL CLUBS

*Risk factors addressed:* Poor parental supervision and discipline; Low family income; Low educational achievement beginning in primary school; High turnover and lack of neighbourhood attachment; Alienation and lack of social commitment; Attitudes that condone problem behaviour; Early involvement in problem behaviour; Friends involved in problem behaviour.

*Protective factors:* Social bonding; Healthy standards; Opportunities for involvement; Social / learning skills; Recognition/praise.

Whilst Splash Extra is not of course, an after school club, this is the most closely related strategy to Splash Extra.

*Time of activities:* Diversionary activity for young people at risk should, at the very least, take them away from hotspot locations at times when offending is most likely to occur. The CtC research shows that 78.1% of youth offending takes place between midday and midnight, as shown in the graph, right.<sup>50</sup>

Many Splash Extra schemes ran during these times, recognising that both the impact on crime and the engagement of young people were likely to be highest then:

*“They worked afternoons, evenings and weekends because the age range of 13+ ‘tends to be in bed in the mornings’. Also there is ‘generally not much for young people to do’ at those times.”<sup>51</sup>*

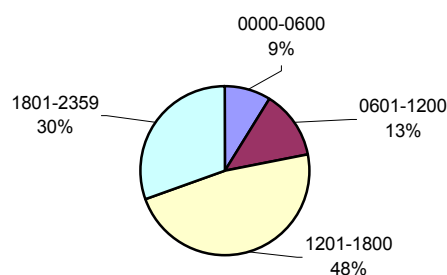
Those schemes that did not run at this time were often of the view, retrospectively, that it would have been a good idea, and many young people also supported this view:

*“The impact of simple diversion from crime is also limited by the time Splash is on. When it stops, young people may still become involved in crime, and some participants reported that this was the case. When asked if it reduced crime one responded: ‘No, all the trouble starts at night.’ Would it make a difference if Splash went on longer? ‘It would have to go on ‘till 1.30 at night.’” – Kirklees, Crossland Moor scheme.*

Evening activities were generally popular, being the time when, as one young person commented, the “boredom really kicks in.” Those schemes that did not run evening activities frequently commented that they would have been a good idea. Many young people suggested that activities should run in the evenings – some of them even acknowledging that this would have an impact on crime:

*Impact of activities:* For the diversionary effect to extend beyond the hours of the scheme, the activities must in some way change the mindset of young people at risk. It is common for young people to explain their offending and nuisance behaviour as a way of combating boredom, with little to be lost when getting in trouble. If scheme activities can excite and stimulate, this pattern of behaviour may be changed.

**% of Offences committed at different points in the day**



<sup>50</sup> “Risk and protective factors associated with youth crime and effective interventions to prevent it”, YJB, November 2001

<sup>51</sup> Liverpool Intensive Evaluation

---

If young people are also able to engage in activities that continue after the summer, or if their perception of local opportunities improves, or even if they are able to perceive themselves differently, the impact of diversionary schemes may extend into the future, potentially preventing offending at a much later date.

### **5.3.2 READING SCHEMES**

*Risk factors addressed:* Low achievement beginning in primary school; Lack of commitment to school, including truancy.

*Protective factors:* Social bonding; Opportunities for involvement; Social/learning skills; Recognition/praise

Reading schemes as an approach for Splash Extra were made possible by the involvement of the Reading Agency. Birmingham Yot fully embraced their involvement, running a summer school for its referred young people in partnership with the Reading Agency.

*“The objectives of the Summer School included all the aims of Splash Extra but also aspired to inculcate a love of reading by integrating reading throughout the programme as a stimulus and resource, and to contribute an advice and action research element on ways in which the Library and Youth Offending Service could build both methods and equipment to reach this difficult client group. The young people learned to use the library resources and draw on the written word for ideas, using books like Roald Dahl’s “Revolting Rhymes.”<sup>52</sup>*

Low achievement in school is one of the three most salient risk factors linked to youth offending. Evidence emerging from initiatives targeting the most at risk shows a high proportion of disengaged or school excluded young people as having dyslexia or other reading difficulties that can be addressed given appropriate expertise<sup>53</sup>. The implications of the work of the Reading Agency and links with libraries should be more broadly shared with Youth Offending Services and incorporated into work with young offenders on basic skills.

### **5.3.3 PEER-LED COMMUNITY PROGRAMMES**

*Risk factors addressed:* Attitudes that condone problem behaviour; early involvement in problem behaviour; Friends involved in problem behaviour.

Prevention programmes led by usually slightly older peers to tackle issues affecting young people at risk were used by schemes in an attempt to give added credibility in discussing issues affecting young people at risk, therefore making the scheme more effective.

---

<sup>52</sup> Birmingham Intensive Evaluation Report

<sup>53</sup> Birmingham Intensive Evaluation Report

- In Tower Hamlets, the use of youth workers and volunteer workers (and in one case a scheme co-ordinator) who had attended local Splash schemes in previous summers helped increase rapport with young people on the schemes, as well as give new youth workers and seasonal workers valuable experience. This helped develop peer-led learning and increased the likelihood of engaging others (increased rapport with young people); and
- The Manor scheme in Sheffield supported some of the existing young people aged 16+ to 'buddy' some of the younger ones, and plans to continue this approach now that Splash Extra is over.

#### Case Study - Sam, Liverpool

Sam came to Summer Splash with two buddies. The general consensus was that Sam had/has behavioural problems. The buddies were there to help him meet new people and ensure he kept within the structure of the scheme. On the first day he did have a few problems fitting in but with the help of the buddies and the scheme staff, Sam B soon made friends and joined in with other children. Sam's behaviour was never a problem through the rest of the summer as he knew if he had a problem or needed time alone he had the support of his buddies and the staff.

This approach can benefit not just the recipients but also the peer-educators themselves. The use of young people who had previously been targeted as 'at risk' themselves should have a positive impact on these young people as well as those they were 'buddying'.

### 5.3.4 REASONING AND SOCIAL SKILLS EDUCATION

*Risk factors addressed:* Low achievement beginning in primary school; Aggressive behaviour, including bullying; lack of commitment to school, including truancy; Alienation and lack of social commitment; Attitudes that condone problem behaviour; Early involvement in problem behaviour; Friends involved in problem behaviour.

*Protective factors:* Social bonding; Healthy standards; Opportunities for involvement; Social / learning skills; Recognition/praise.

This can involve building skills such as problem solving, setting goals, and community service as well as strategies for resisting pressure from peers to take part in under-age smoking and drinking, inappropriate and unprotected sex, drug misuse and crime. Whilst the research suggests that this is a strategy that can be undertaken in schools, Splash Extra addressed all of these skills this year.

*Issue based work:* Workshops on the issues outlined above were common in a great many schemes:

- The Berner Estate in Tower Hamlets ran workshop sessions on health, the effects of bullying, gang conflict, drugs, fitness and diet;
- The Anfield / Breckfield scheme in Liverpool provided issue-based work such as sessions on sexual health and drug use and responded to emerging issues;
- The Manor scheme in Sheffield provided a residential for a small group of young men. These young men identified through their group work that they lacked role models and an idea of what their future aspirations might be. To develop this theme, the residential focused upon Rights of Passage;

- 
- The Manor scheme also worked closely with each young person to identify key issues to be addressed, ranging from bullying to drugs or employment. Further structured activities and support were then undertaken to meet these needs; and
  - Birmingham delivered social education sessions, for example a discussion of gang activity and violence at the RACE scheme, where workers were very familiar with the patterns of offending amongst the local young people.

*Community work:* Attempts were frequently made to involve members of the community in Splash Extra:

- In Tower Hamlets, community performance events held at the end of Splash Extra schemes in the summer of 2002 raised local peoples' awareness of the type and effectiveness of work that could be done with young people; and
- The Manor scheme in Sheffield, provided a number of intergenerational activities, for example work on allotments. This work could have a sustainable impact on relationships between generations on the estate.

*Skills based work:* The majority of schemes attempted to provide activities of an educational or developmental nature, although the amount of this varied greatly. Overall nationally, personal development or skills based activities made up 9% of all activities, although the amount varied tremendously between schemes. Within the intensively evaluated local programmes, personal development / skills made up just 2% of Reading's overall programme, compared with 13% of Birmingham's<sup>54</sup>. Many schemes were cautious about providing educational activities, being concerned that young people would not attend (more time for consultation might have prevented this). New schemes that are not used to this type of work cannot be expected to offer as much one-to-one development work as those who have run for years or who are there throughout the year.

Activities falling into this category were many and varied, and usually in response to local need. For example:

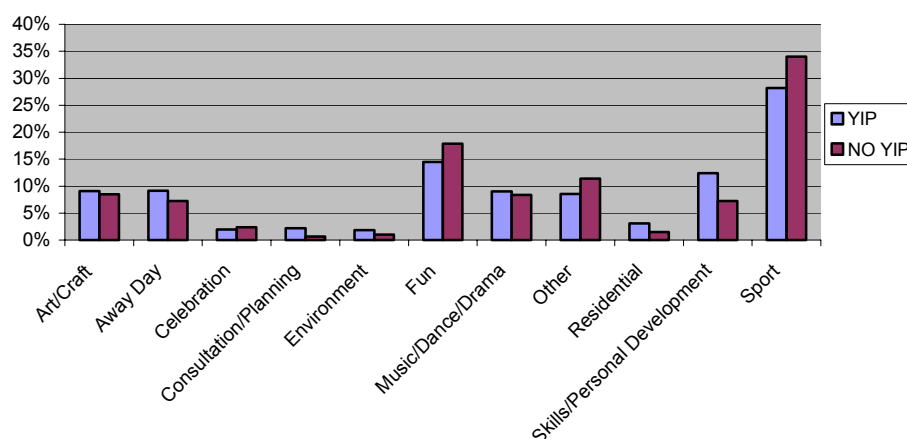
- In Liverpool, schemes running in areas in which arson was a problem worked with the Fire Service to provide fire safety courses.
- The Birmingham Central Library Summer School worked with a tightly targeted group and explicitly sought to introduce reading skills and other transferable skills and educational content. Social skills and confidence were clearly increased by the work with artists and writers and the final performance.

It is notable that YIPs, who are, in general, more experienced in the delivery of Splash, and certainly more experienced in delivering educational activities, focused much more upon this element than other schemes:

---

<sup>54</sup> Figures based on sample of 19 schemes for Birmingham as not all activity data was available at time of writing

Comparison of Activity Mix Provided by YIPs and non-YIPs



Further detail of how this strategy was deployed by the Arts Council of England funded organisations is outlined in Section 6.2.2.

### 5.3.5 FURTHER EDUCATION FOR DISAFFECTED YOUNG PEOPLE

Some schemes attempted to employ this strategy although the number of schemes to do so was limited. Most notable was the Handsworth scheme in Birmingham. This scheme was run from a sixth form college and was able therefore to provide guidance and support to those young people who displayed an interest in further education. Some of the older age group *“felt inspired in being [in] surroundings which gave them an insight into college and what it had to offer.”*<sup>55</sup>

### 5.3.6 TARGETING REPEAT VICTIMS

*“Those who have already been victims of crime have a much higher chance of future victimisation than others”*<sup>56</sup>

According to the CtC research, *“focusing preventive efforts on repeat victims can be a highly effective way of reducing crime.”* The Reading Boiler Room scheme specifically targeted young people who had been, or were likely to be, victims of crime.

*“The young people are also open to theft and physical attack. Several of the incidents recounted in the interviews show that the young people quite often presented to the scheme in serious need of help or first aid.”*<sup>57</sup>

However, whilst some other schemes mention this approach, it was not a common one in the intensively evaluated areas.

<sup>55</sup> Birmingham Intensive Evaluation

<sup>56</sup> Farrell and Pease, 1993

<sup>57</sup> Reading Intensive Evaluation Report

### 5.3.7 OTHER RISK FACTORS ADDRESSED BY SPLASH EXTRA

Effort was made by most schemes to address the specific needs of their young people, which were often relevant to the risk factors discussed above:

**Individual Risk factors:** Where groups were already known to delivery agents, targeting activities to specific risk factors was much easier and much more frequent.

- At the Manor scheme, in Sheffield, staff already had a relationship with the young people and therefore knew the groups well. This enabled the activity design to address specifically the risk factors as well as their individual needs.
- The Boiler Room (Reading) gave sessions on resuscitation – particularly important to a group who engage in risk taking behaviour with drugs and alcohol. Drugs related deaths in the region are high and loss of consciousness leads to 1500 deaths a year.

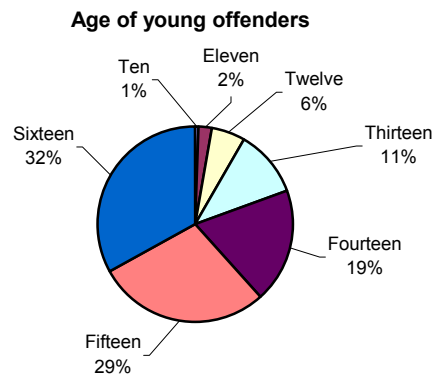
YIPs, with their specific target of engaging 50 identified young people at risk of offending, are also well practised at this approach.

**Disadvantaged neighbourhoods:** Splash Extra was targeted specifically at such neighbourhoods. Yots were required to identify crime hotspots in their areas, at which funding was directly targeted.

**Friends involved in problem behaviour:** Splash Extra, being open access, provided young people with the opportunity to make new positive peer relationships.

**Low achievement beginning in primary school; Early involvement in problem behaviour:** *“persistent, precocious behaviour problems in primary school [are] an important warning sign.”<sup>58</sup>*

The expansion of Splash Extra to include the younger age group for the first time has enabled these risk factors to be addressed. Evidence shows that reaching young people below the age of 13 in high crime areas is very important in crime prevention. As the graph shown right (based on data from the CtC research) illustrates, there is a “leap” in recorded offences between 12 and 13 years old, with 13 year olds committing nearly double the number of offences. There is a further leap between the ages of 13 and 14, with a 65% increase in the number of offences committed by 14 years olds. Early intervention, targeting young people *before* they become involved in offending behaviour, is critical in preventing such behaviour altogether. Targeting only 13-17 year olds may have less impact *in the long term* than targeting the younger age group.



Schemes predominately welcomed the inclusion of the younger age group:

*“The junior program was a resounding success and this will have a major impact on future crime reduction by preventing people getting involved in crime, not*

<sup>58</sup> *“Risk and protective factors associated with youth crime and effective interventions to prevent it”*, YJB, November 2001- Page 26

---

*getting older young people out of crime.”* Scheme Report, Kirklees, Crossland Moor

The younger age group do, however, pose some problems in the targeting and referral process:

- Some felt that it was inappropriate to ‘stigmatise’ such young people as being ‘at risk’ of offending;
- They are harder to identify as practitioners are less used to working with this age group; and
- Some city centre schemes felt that it was not appropriate to cater for the younger age group, since younger children spending time on their own in a city centre are more prone to be victims of crime, with theft, bullying or violence or may be drawn by older children into illegal activities such as shop-lifting.

**Gender:** *“young men commit more offences than young women”*; *“women are less likely to become recidivist or serious offenders”*<sup>59</sup>. Splash attendances have consistently been roughly two-thirds male in previous years, and Splash Extra is no exception. Opinion is divided as to why this is the case, but the two key arguments are that this is a result of:

- Good targeting (since young males are responsible for more crime); or
- Activity mix: Sport has always been the most frequent activity on Splash, and tends to attract males (71% of all participants in sport were male).

It is difficult to measure these separately:

*“The scheme staff acknowledged that the sports based activities would generally draw more boys and thus contributed to the higher proportion of males attending the scheme”.*<sup>60</sup>

Schemes recognise that Sport attracts males so it is difficult to tell whether they are providing more sport to attract more males or because they just want to do more sport. In practice it is probably a combination of the two.

The Liverpool City Centre scheme was one of the few that attracted more females than males (59% were female). This scheme struggled to implement effective targeting. However, they also provided an unusual activity mix – 51% of their programme was Art or Music / Dance / Drama (traditionally more popular activities for females) and only 13% Sport. Determining which factor was most influential in attracting females is very difficult, and again, it was probably a combination of the two.

### **5.3.8 SUSTAINABILITY**

Sustainable youth crime reduction cannot be achieved in just one summer. A long-term strategy for youth crime prevention is needed. Splash Extra offers young people the opportunity to try out new activities, which they could not normally afford. New skills acquired during the summer may go to waste because the young people cannot afford to

---

<sup>59</sup> *“Risk and protective factors associated with youth crime and effective interventions to prevent it”, YJB, November 2001- Page 22*

<sup>60</sup> Reading Intensive Evaluation

continue to pursue them afterwards. Virtually every scheme involved has raised the lack of sustainability of the programme as a concern.

Many schemes were worried that the sudden end of Splash Extra could cause problems. This was perhaps a particular issue for Splash Extra (compared to 'normal' Splash) because it ran in a number of areas for the first time (e.g. Reading, Slough). Schemes felt they had made a real impact in an area with little previous provision and wanted to continue this work.

Some schemes were able to deliver provision after the summer, notably YIPs. Others that benefited were youth clubs or youth facilities that run year round but perhaps only for one day a week. Splash Extra enabled them to expand their activities during the summer and build new contacts and relationships with young people:

*"After the scheme was finished, people that were introduced to the centre through Splash Extra were still coming back"* – Liverpool City Centre Scheme

Connexions Key Workers contributed to some Splash Extra schemes, and were able to offer ongoing support to some young people.

#### **Case Study - Sheffield Manor scheme**

An exit strategy is built into the programme to ensure that the young people can move on and develop the skills, knowledge and experience they have gained during the programme. Some are referred to other local services and providers such as the Young Peoples Health Project; some join other groups; and some come back to the youth centre and are encouraged to work with younger age groups. The benefits of this are that they develop skills and knowledge in working with young people and in organising activities. There is an additional benefit that the younger age group that are outside the remit of Sheffield Futures also receive some structured support.

## **5.4 Young people's experience of activity**

Our means of investigating young people's experience of activities in Splash Extra included:

- Focus groups with young people in the intensive evaluation areas;
- Interviews with individual young people at the beginning, middle and end of Splash Extra;
- On-line survey (completed by 948 young people); and
- Case studies and quotes from scheme reports.

Young people involved in Splash Extra have been overwhelmingly positive about the experience. 90% of respondents to the online survey said they would participate in the scheme again (a further 9.5% responded maybe). Young people cited a variety of reasons for their enjoyment of Splash Extra. Key messages are outlined below.

### **New Opportunities and Skills**

*"I got to do things I've never done"* - 9-12year old female, Birmingham

The opportunity to gain new experiences and skills was greatly appreciated by young people.

- In Tower Hamlets, focus groups revealed that the reasons young people came to Splash Extra were to enjoy themselves, learn new skills and meet new people. Volunteer workers who had participated in Splash activities in previous summers echoed these sentiments. They said that Splash Extra had given them a chance to work with new people and learn new skills.
- Birmingham – Handsworth - Activity choices were made at a twice-daily “assembly”, which was also used to present awards under a merit system. Staff and children were highly enthusiastic. Many gained in skills and confidence and tried out new activities and curriculum.
- In Sheffield, 47% of the Manor group saw learning as one of their reasons for attending, since the Youth Work team there had an existing relationship with the group, this gave them the opportunity to emphasise learning outcomes of the activities; both before and during the programme. 14% of the City Centre attendees saw learning as a reason for attending. Workers supporting this programme were not largely able to have prior contact with the City Centre group in order to build their understanding of learning outcomes.

#### **Case Study: ‘James’; 13 years old, Liverpool**

‘James’ has been excluded from school for 18 months and has many issues regarding relationships and his involvement within his community. He has been labelled within his community as a “trouble maker” and involved in “anti-social behaviour”. James (and his group of friends) was specifically targeted by the scheme.

The first session that the group attended was a street based Arts and Crafts session at which they caused problems through disruptive behaviour, bullying and verbal abuse to others. A member of staff was released to engage with James and his friends. They stated that they felt excluded and alienated.

James and the group later became involved with outdoor education sessions. James was disruptive and abusive towards a young volunteer. After James talked through the incident with a member of staff he sought out the volunteer (supported by the member of staff) and apologised. James identified his biggest learning from the session as being able to apologise (for the first time willingly) and feeling like a member of a team.

James is now being worked with intensively, with the aim of being re-integrated back into mainstream education. He is also involved in an after school project, and workshops on literacy and personal and social skills.

#### **Gained Self-Confidence**

*“I have learnt how to be more confident and how to get along with other people”- 13-16year old male, Manchester*

In Sheffield, 40% of the Manor group and 28% of the City Centre group said that attending Splash Extra boosted their levels of self-esteem and confidence. The higher figure for the Manor area can be explained by the fact that a number of young women who lacked confidence had been targeted to take part in Splash Extra, which meant that confidence building had been a key issue for them. In addition, youth workers in the area had specifically chosen activities for this group that would boost confidence levels.

#### **Alleviated boredom**

As discussed in Section 5.3, young people frequently complain of boredom in the summer holidays, which Splash Extra was able to address:

*“I had lots of fun. Met new friends who live near me and we had something to do every day instead of being bored. The trips were great.” - 13-16year old female, Salford*

*"It was great, stopped me from being bored during the holidays and stopped me from just hanging about the streets." - 13-16year old female, Salford*

### Kept out of trouble

*"Better than hanging out on the streets and getting into trouble" - 13-16year old male, Manchester*

*"It's stopped me from being violent because that's what happens when I get bored." –young person, Birmingham*

Young people frequently commented that Splash Extra had kept them out of trouble, some even suggesting that they had attended for this reason.

- In Sheffield, many young people (particularly young men) expressed the view that attending Splash Extra programmes kept them 'out of trouble'. When asked for specific details, those interviewed described a range of anti-social, sub-criminal and criminal behaviour, including stealing cars, graffiti, criminal damage, intimidation of local residents, drug taking, street drinking, shoplifting and less serious behaviour like congregating in groups. 67% of young people interviewed on the Manor and 57% of young people from the City Centre programme cited this as a major reason for attending.
- A number of those interviewed felt that it was genuinely difficult to stay out of trouble in areas with little to do; with a combination of boredom, peer pressure and bravado cited as the main reasons for this.
- One young person in Liverpool, who was assigned a buddy for the scheme (he therefore fell into to 9-12 age bracket) was asked whether Splash Extra had kept him out of trouble:

*'Yes definitely. I have been nicked four times. Three assaults and one criminal damage. I do this [Splash Extra] so I don't get in trouble. I don't do leggers [throwing stones through windows and then running away]. I haven't been in any trouble since I knew I was going to court.'*

### Case Study – Sara, 15, Sheffield, Manor

Sara is a very sociable young woman who has a large and mixed group of friends, both in and outside the local area. She has been involved in a local youth group run by Sheffield Youth Service for a number of years. Sara explained that she was keen to become involved with Splash Extra, because she found it very difficult to keep herself occupied during the holiday periods. A number of the young people she spends time with are engaged in sub criminal or criminal behaviour, including stealing cars and graffiti/damage. Sara admits that it can be difficult not to be drawn into taking part, and feels that Splash Extra has enabled her to take part in something more constructive. Sara felt that Splash Extra activities had been "good fun" and had been "a chance to see friends". She had particularly enjoyed the opportunity to try new activities and said "you feel proud when you've done something new – you want to tell all your mates."

Sara felt strongly that Splash Extra would reduce crime and wanted to tell the YJB that continued funding would help to prevent young people getting into trouble.

### Developed New Relationships

*With workers:* In Sheffield, 67% of the Manor group and 28% of the City Centre group cited respect for their workers and the excellent treatment they received from them as a reason for attending. However, this was not only a reason to attend, but also a reason to continue attending.

---

*With other young people:* Lots of young people commented on the fact that they had made new friends through Splash Extra: *“Brilliant, I got to do lots of things I would never had the chance to do, and I met loads of new friends”* - 9-12 year old male, Salford.

### **Had Fun**

Clearly, one of the key aspects in attracting young people is ensuring that they enjoy activities. Young people were enthusiastic about their experiences on Splash Extra:

- *“Brilliant, amazing, enjoyable, superb.”*- 13-16year old male, Birmingham
- *“I think these have been the best days of my life”* - 9-12 Male, Blackpool – Away Days

Residentials are particularly popular with young people – on our online survey; they were rated highest, with an average rating of 4.8 out of 5. Many schemes used these as a carrot for good behaviour, or built into them personal development activities, for example workshops on key issues such as drugs. This was not always the case however, as lack of planning time meant that many schemes rushed into arranging such activities, without being able to think through how they could best be used to work with those ‘at risk’.

## **5.5 Conclusion/recommendations**

Splash Extra schemes adopted strategies to address a number of risk factors affecting young people at risk of offending and developed a wide array of approaches to the targeting and referral of these young people. These approaches were implemented with varying degrees of success. Critically, the young people engaged enjoyed Splash Extra, and felt that they got a lot out of it. Given the tight timescales available, these achievements are remarkable.

This research has identified a number of recommendations in regard to Yot and scheme processes. These include:

**Timing:** The lack of time available to Yots and schemes for planning their involvement in Splash Extra impacted almost every aspect of delivery. Most notably, targeting and referrals were limited and schemes were unable to consult young people in the planning stages. More planning time is vital for this initiative to succeed in future years.

**Targeting and referrals:** The success of schemes in engaging targeted and referred young people has been difficult to measure because schemes rarely tracked this (again, this is at least partly a result of timing). Both Yots and schemes need to track their success at engaging these young people<sup>61</sup>. This will enable them to make an informed decision about their approach in the future. The provision of effective practice in setting up targeting and referrals systems at short notice would also be of benefit.

---

<sup>61</sup> IRT, a new system to identify and track young people at risk, is currently being set-up to provide an immediate source of referring young people into programmes. The use of this in future Splash Extra schemes will enable more robust monitoring of the referrals process.

---

**Outreach work:** Large numbers of young people have been met through this approach, but the number who were subsequently engaged is not known. This approach needs to be carefully tracked so that workers can ascertain:

- How many of the young people they meet are subsequently participating in scheme activities; and
- What is effective in persuading the young people they meet to engage with schemes.

**Time of day of activities:** Findings strongly suggest that running activities in the afternoon and evenings will have the greatest impact on crime.

**Open access schemes:** Splash Extra should continue to be an open access scheme because:

- It avoids stigmatisation; and
- It provides at risk young people with a non-offending peer group.

Scheme coordinators would have benefited from guidance on the appropriate balance between offering open access and targeting those young people at risk. This is an area for future policy consideration.

**Younger age group:** The younger age group should continue to be involved in the programme. Early intervention, targeting young people *before* they become involved in offending behaviour, is critical in preventing such behaviour altogether. Targeting only 13-17 year olds may have less impact *in the long term* than targeting the younger age group.

---

## **6. ANALYSIS OF THE PART PLAYED BY DIFFERENT SECTORS**

### **6.1 DCMS Non Departmental Public Bodies (NDPBs) and their involvement in Splash Extra**

#### **6.1.1 How Sectors were selected for involvement**

The DCMS directly support 46 Non Departmental Public Bodies (NDPBs), many of which could have played a part in Splash Extra. Of these, three were approached to discuss the possibility of involvement. These three were selected because they were felt to be most able to offer some involvement at short notice. The DCMS felt that it was better to offer one or two additional organisations that could deliver well, rather than dilute the effect by involving many. The Arts Council of England, the Reading Agency and Sport England were selected as potential candidates, and approached by the DCMS.

#### **The Arts Council of England**

*Amount awarded:* £1.5 million

The Arts Council of England is regional and so it was well placed to deliver Splash Extra. In addition, they had started to engage in the Criminal Justice agenda in March, so they were better placed given the timetable. The YJB had a growing relationship with the Arts Council of England, which they were keen to develop.

#### **The Reading Agency**

*Amount awarded:* £300,000 (allocated from the £1.5 million awarded to the Arts Council of England).

The Arts Council of England elected to give a portion of their funding to the Reading Agency, since they already had links with a number of Yots. Again, this helped them to be able to deliver at short notice.

#### **Sport England**

*Amount awarded:* Nil

Owing to the short notice, venues and staff were already booked up for the summer, so Sport England were unable to participate. In addition, the structure of Sport England would have made it difficult for them to deliver in such timeframes, as they do not have a regional structure like the Arts Council of England.

In the future, with more planning time, other bodies could play a role, for example: The Film Council, Broadcasting, Sport England, & English Heritage.

#### **6.1.2 How Sector involvement was implemented**

##### **6.1.2.1 National Implementation**

---

To help implement sector involvement in Splash Extra, the DCMS seconded Keith Nichol to the Youth Justice Board. Keith provided assistance to Arts Council of England and, to a lesser extent, to the Reading Agency. Funding for both the Arts Council of England (and, therefore, the Reading Agency) was confirmed *after* schemes had received approval.

*Level of involvement:* The involvement of the Arts Council of England and the Reading Agency varied considerably both in different regions and even from Yot to Yot. The Arts Council of England attempted to cover the entire national programme, whilst the Reading Agency opted, in consideration of the timescales involved, to work only with Yots with whom it had existing relationships. This enabled them to get up and running much quicker than the Arts Council of England, who encountered difficulties in engaging with some Yots and schemes.

*Knowledge Sharing:* The Arts Council of England and the Reading Agency met in the set-up phase to share knowledge and experience.

*Monitoring and evaluation:* The Arts Council of England contracted the National Supporter<sup>62</sup> to devise a simple monitoring system and intensive evaluation of their involvement in Splash Extra. The Reading Agency also used these materials.

In spite of even more demanding timescales, both organisations took a considered approach to their involvement in Splash Extra, planning their approaches with care.

#### **6.1.2.2 Local Implementation**

Both the Arts Council of England and the Reading Agency used regional structures to implement their involvement in Splash Extra.

##### **The Arts Council of England**

*Funding allocation:* Regional Arts Councils (RACs) were used to deliver Splash Extra.

*Co-ordination:* RACs worked with Yots to achieve their involvement. Some areas used consultants to perform this role; others used umbrella arts organisations (such as TiPP in the North West). Yots led the choice of activities – they were shown what was available and allowed to pick and choose. In some regions, umbrella arts organisations were also used to co-ordinate delivery.

*Artist selection:* The Unit for Arts and Offenders ('The Unit') co-ordinated the selection of artists. They compiled a list of what was scheduled across the country and what artists were still available. This was then circulated so that RACs could identify available artists in the area. RACs provided regular updates to The Unit so that this list could be updated. RACs also drew from their own pools of artists. In some regions, umbrella arts organisations were used in a 'clearing house' capacity.

##### **The Reading Agency**

*Funding allocation:* Libraries were asked to bid for involvement in the programme. Strict criteria had to be met:

- An existing Yot partnership;

---

<sup>62</sup> Cap Gemini Ernst & Young

- 
- Knowledge of targeted areas; and
  - Experience of outreach and the at risk young people.

*Co-ordination:* Libraries co-ordinated their own involvement in the programme, liaising directly with Yots and schemes.

*Artist selection:* Some artists were drawn from an existing pool of workers from a previous project 'YouthBoox'. Others were selected on the basis of specific skills, above all, the ability to make links between art forms and reading, words, and books.

Despite the timescales, efforts were made to provide a structured, co-ordinated approach and to ensure that quality provision was in place.

### **Sports Activities**

By means of comparison, the lack of a similar national stream of funding for sports meant that any sports activities that did take place were organised on a local basis, through the local partnerships and contacts of either Yots or individual schemes. Many delivery agents used their own facilities (a number were sports or leisure centres) or organised informal sessions. Others utilised local sports clubs, including a number of premier league football teams.

## 6.2 Activities delivered and relevance of activities to risk factors

### 6.2.1 Activity Delivery

#### 6.2.1.1 TYPE OF ACTIVITIES

#### The Arts Council of England

*Generic activities:* It is estimated<sup>63</sup> that the Arts Council of England delivered around 1,700 activities, with an average of 5.26 hours per young person delivered.

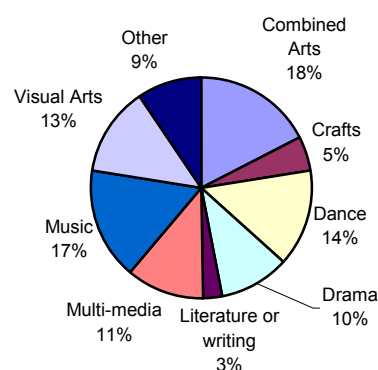
Generic Activity Category	Specific Description
Combined Arts	Video script writing workshop, digital photography/drama, dance / drama / percussion, games/drama/video
Crafts	Skateboard design, mask making, model house making, puppets and scenery making, costume making
Dance	Street dance, jazz, break dancing, carnival workshops, Indian dance
Drama	Drama production, drama workshop, drama games, improvisation.
Literature and Writing	Creative writing, poetry workshop, writing workshop
Multi Media	Animation workshop, digital multi media production, introduction to web design, film production.
Music	Drum workshops, mixing/sampling, composing backing tracks, DJing, music technology workshops
Other	Residential, circus skills, puppetry workshop.

A case study showing a sample programme of activities delivered by the Arts Council of England is given in the appendix, section 8.6.

The activity mix (shown right) indicates that combined arts were the most frequently offered activity type, with music a close second.

*Numbers attracted:* 13,455<sup>64</sup> young people attended the Arts Council of England funded activities.

**Arts Council Activities (By Activity Type)**



<sup>63</sup> Based upon The Arts Council of England monitoring and evaluation findings

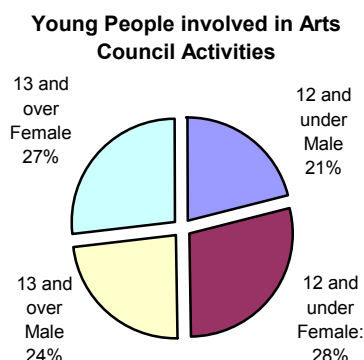
<sup>64</sup> Based upon The Arts Council of England monitoring and evaluation findings

In direct contrast to the overall Splash Extra programme (see section 3), 55% of attendees on the Arts Council of England funded activities were female, compared with 45% males. This represents firm evidence that arts activities are more attractive to females.

The split between the two age groups was roughly equal.

### The Reading Agency

*Generic activities:* Activities offered<sup>65</sup> included:



Generic Activity	Examples of delivery
<b>Literature or writing</b>	Workshops using poetry, graffiti, rap poetry, acapella work and storytelling, poetry workshops, gifting of poetry anthologies, storytelling.
<b>Multi-media</b>	Multimedia workshops including IT, poetry, storytelling, real-life exotic animals, reading makeovers, fortune telling and space crafts, with books and magazines as prizes, multi-media programme including IT web design and digi-animation, character creation using stories, poems, sculpture etc, manga comics, music, drama and DJing for females, multimedia workshops including poetry, science, adventure games, cartoons, and plaster casting.
<b>Music</b>	IT-based project using musical instruments and software, song writing and digital composition, music workshops with specialist software.
<b>Visual Arts</b>	Video, animation, photography, film shows with book tie-ins, digital camera work

Further detail of what was delivered is provided in the appendix, section 8.7. The amount of each type of activity delivered is not recorded.

*Numbers attracted:* Overall, the Reading Agency engaged nearly 3,000<sup>66</sup> young people of which around 70% were in the younger age group. A gender split is not known.

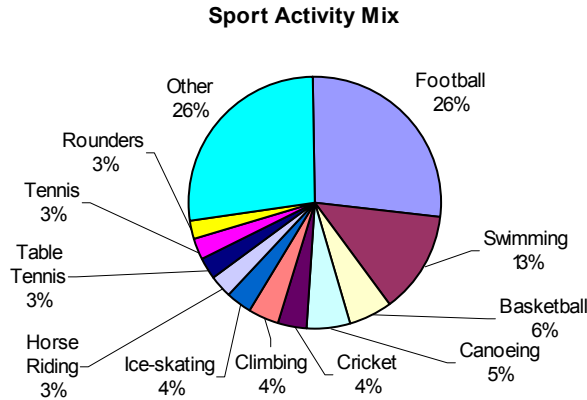
### Sports Activities

*Generic Activities:* Sports activities offered by schemes varied enormously. Provision was mostly dependent upon what was available locally.

<sup>65</sup> Source: The Reading Agency Splash Extra Report, November 2002

<sup>66</sup> Source: The Reading Agency Splash Extra Report, November 2002

A categorisations of the sports activities offered<sup>67</sup> is shown in the graph below:



Football and Swimming made up a large proportion (39%) of the total sporting activities on offer. This is perhaps not surprising given that they are often the cheapest and easiest to deliver. 'Other' represents all activities with a proportion of 2% or less of the total. This represents 45 activity types, which include Skiing, Boxing, Fencing and Lacrosse, demonstrating the diverse range of sports that were on offer to Splash Extra participants.

*Numbers attracted:* It is not possible to calculate the individual number of young people engaged in Sports activities from the data collected by the programme. We do however know that Sport was the most common activity, comprising 33% of all activities and that Sport activities made up the largest proportion of young people hours (23% of the total).

71% of participants in Sport activities were male, demonstrating that Sport is more attractive to males (this was a notably higher proportion than the average male attendance of 62%). 45% of participants in Sport activities were from the older age group, and 55% the younger age group.

### 6.2.1.2 ACTIVITIES BY AREA

The 5 areas we have intensively evaluated show marked differences in what was delivered:

#### **Birmingham:**

- Nearly all schemes accessed some Arts Council of England provision, which amounted to over 100 days of delivery.
- The city centre scheme was hosted by The Central Library, and funded jointly with the Reading Agency.
- All schemes had Sports activities. Delivery partners included Aston Villa Football Club, Birmingham City Football Club and Birmingham Bullets.

#### **Liverpool:**

- Used some Arts Council of England provision.

---

<sup>67</sup> Categorisations allocated by the National Supporter

- 
- 12 Libraries across Liverpool delivered Splash Extra programmes.
  - 49% of all activities in Liverpool were classified as Sport.

**Reading:**

- A central programme of the Arts Council of England funded activities was provided which all schemes accessed.
- No Reading Agency involvement.
- Sports partners included Reading Football Club; London Broncos (American Football), Reading Rockets (basketball), and the Youth Service (canoeing).

**Sheffield:**

- Only 3 of the 12 schemes used the Arts Council of England provision.
- No Reading Agency involvement.
- A large range of sporting provision was made available, some through the Councils' Recreation and Development Department.

**Tower Hamlets:**

- The Arts Council of England played a fairly major part in many of the schemes
- The Reading Agency ran a central scheme separate to main Splash Extra provision.
- West Ham United Football Club provided football-coaching sessions throughout the local programme teaching young people challenging techniques and team working skills.

Across all areas it is notable that a variety of activities were offered, and that this variety was seen as an important factor in engaging young people.

### **6.2.2 Activity Design & Risk Factors**

Arts activities can be more easily used to address the issues and risk factors affecting young people than many other activities and many artists (both Arts Council of England and Reading Agency) went to great lengths to plan activities that would address these issues. The number of arts organisations that were aware of the CtC research is not known, although many of the Arts Council of England artists used were used to working with at risk young people.

The late notice given to arts organisations meant that they had to sell themselves to Yots and schemes, and allow them to pick and choose activities. The exact programmes delivered may not therefore, fully reflect what arts organisations are capable of, or what they might have wished to deliver given a free rein. In addition, artists had little or no time to consult young people and anyway, were often unable to access the young people to do so.

By comparison, the main approach available through sports activities is after school clubs, as outlined in section 5.3.1. There is little evidence that sport was used by Splash Extra schemes as a means of specifically addressing risk factors. Sports activities were purely diversionary in many cases, although efforts were often made to provide young people with new skills through coaching.

---

The contribution of the Reading Agency in offering Reading Schemes is outlined in Section 5.3.2. This section gives any additional information on other strategies for addressing risk factors that have been addressed by the sectors.

#### **6.2.2.1 REASONING AND SOCIAL SKILLS EDUCATION**

*Risk factors addressed:* Low achievement beginning in primary school; Aggressive behaviour, including bullying; lack of commitment to school, including truancy; Alienation and lack of social commitment; Attitudes that condone problem behaviour; Early involvement in problem behaviour; Friends involved in problem behaviour.

*Protective factors:* Social bonding; Healthy standards; Opportunities for involvement; Social / learning skills; Recognition/praise.

Strategies to address such risk factors were a focal point for arts activities, and activities were often designed around these issues.

Many artists planned sessions around bullying, peer pressure, theft etc. but little or no consultation was done with the young people to plan these sessions. This meant that activities were planned to target generic issues, rather than specific risk factors affecting individual groups of young people. For example, in Reading, most of the arts input had to be pre-selected, resulting in less opportunity for decision-making, choice and engagement of the young people.

Whilst approaches varied across the country, there were two common approaches used by both the Arts Council of England and the Reading Agency:

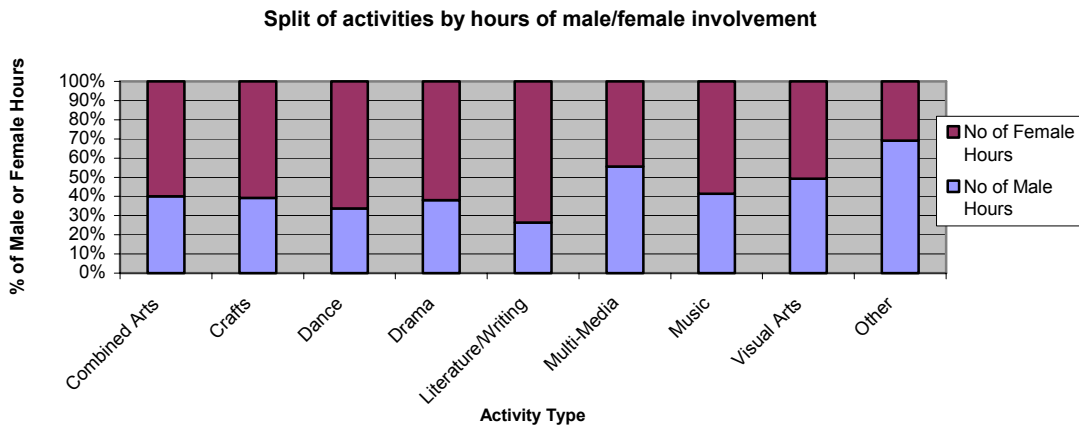
- *Theatre / Performance:* for example, youth drama performance that explored issues around peer pressure and youth offending.
- *Workshops:* for example, explored creative composition, rhythm and pitch and involved learning and concentration on a number of levels including literacy and numeracy.

#### **6.2.2.2 GENDER**

The gender mix for the Reading Agency activities is not known. However, the Arts Council of England funded activities attracted more females than males (see section 6.2.1.1). Arts provision may be a means of attracting young women and balancing the male orientation of usual scheme provision.

However, as discussed in section 5.3.7, research shows that young males are more likely to offend than young females. This does not mean that arts are not appropriate for young males. As discussed above, arts activities can take a direct approach to addressing the risk factors affecting at risk young people that sport, for example cannot. The question, therefore is not whether arts are appropriate, it is to identify which arts activities will attract more males.

The activity breakdown for the Arts Council of England funded activities shows that Multi-Media and Visual Arts were particularly attractive to males, and literature / writing to females.



It is also worth noting that whilst males will generally form more of the target group (in the Youth Inclusion Programme, 75% of an average ID50<sup>68</sup> are male), Splash Extra is an open access programme. In the main, youth workers believe that it is important to attract both genders, in order to preserve a healthy balance.

### 6.3 Salience of activities for targeting young people

As seen above, a lot of planning went into the content of activities delivered by the Arts Council of England and the Reading Agency. However, since neither group were able to undertake much consultation with young people before the summer, this had to be based on prior experience, rather than knowledge of what would work for the target group. Nonetheless, evidence shows that the Arts Council of England and Reading Agency involvement was thoroughly appreciated by young people.

#### 6.3.1 Attendance figures were high

Overall, Splash Extra Programme monitoring materials show that Arts & Crafts in combination with Music/Dance and Drama were responsible for 20% of all activities. As a combination, this makes them the second most common activity (Sport being most common at 33%).

The table below compares the amount of funding received by each organisation to the numbers of young people each engaged<sup>69</sup>.

<sup>68</sup> ID50 is the 50 young people identified as being most at risk of offending within the area covered by a YIP

<sup>69</sup> Total Funding - £8.8m, total young people = 91,023

	Funding Allocated	% Of Total Funding	No. Of Young People Engaged	% Of Total Young People
Reading Agency	£300,000	3.4%	2,934 <sup>70</sup>	3.2%
The Arts Council of England	£1,200,000	13.6%	13,455 <sup>71</sup>	14.8%

Both organisations have succeeded in engaging roughly the number of young people that would be expected in proportion to the funding they received. This is quite an achievement, since Splash Extra as whole engaged almost double its target<sup>72</sup>, and, for both organisations:

- Funding was under spent;
- It was the first time they were involved in a Splash programme; and
- Less set-up time was available than for the core programme.

This indicates that both organisations were successful at engaging young people.

By comparison, Sport, as already noted, was the most common activity. It is not possible to separate out the funding spent on Sport in this manner however.

### 6.3.2 Young People enjoyed the activities

Findings from our online survey<sup>73</sup>, in which young people were asked to give feedback on specific activities, shows that arts activities are popular with young people. <sup>74</sup>

Average Rating	Overall	Arts & Crafts	Music / Dance/ Drama	Arts Council of England Activities	Sport
Male	4.2	4.1	4.3	4.2	4.5
Female	4.5	4.4	4.6	4.7	4.5

Ratings given for all activity types were high, but it is notable that Music/Dance /Drama scored higher than average. By means of comparison, the ratings for Sport are shown and it is evident that Males on average rated Sport slightly higher, whilst females on average rated arts slightly higher.

Young people were also asked to give specific feedback on the Arts Council of England funded activities. Ratings are again high, equal to or above average. In addition, 75% of males said that they would participate in the activity again (20% responded maybe), compared with 88% of females (10% responded maybe). This supports the evidence that

<sup>70</sup> Source: Reading Agency Splash Extra report – this is an estimation based on the data given in the report

<sup>71</sup> Source: The Arts Council of England monitoring and evaluation

<sup>72</sup> Target number of young people for Splash Extra was 48,000

<sup>73</sup> Sample sizes vary but are around 100-200 young people

<sup>74</sup> Residentials were the most popular activities.

while Arts are more popular among females, the overwhelming majority of males were also very positive about Arts.

Unfortunately, Reading Agency feedback is not discernable from the data.

### 6.3.3 Young People experienced new opportunities

The arts have the potential to offer 'unusual' activities that young people might never normally be able to access, and this seems to make a real impression upon them. The specialist input to the programme brought achievement, exhilaration, enhanced inter-personal skills and confidence, a chance to work as a team and try *"something you haven't done before and didn't know you could do it."*

Interviews with young people showed that they were overwhelmingly positive about arts activities:

- *Reading* - The chance to use professional studio equipment at Readipop (an Arts Council of England funded activity) was an experience that young people spoke about in excited and entirely positive terms. It was this provision, beyond anything else that was on offer, which left interviewees with aspirations for the future. This also reveals the extent to which music was a primary passion amongst young people in the Amersham Road area.
- *Tower Hamlets* - young people who were interviewed about the different activities, gave the most positive and enthusiastic responses in regards to arts work.
- *Stockport* - *"We really enjoyed the activities and feel that we now have skills we can work on"*

Practitioners were equally enthusiastic:

- *Birmingham*: the arts co-ordinator saw his task as selecting artists to *"aspire on behalf of young people"*. *"A lot of them have come from being told they are a failure. They are excluded or self-excluded. They glow when they see what they've done."*

#### Case Study - Chris (aged 12), Reading

Chris became involved in Splash Extra through his Summer Plus key worker. Chris shared a desire with a number of other young people to have the opportunity to use professional music-making equipment, being *"heavily into"* the rap and garage music *"scenes."* The scheme co-ordinator was able to facilitate this through Readipop Plug n Play recording studio. Chris relished being in a professional studio environment, describing the facilities as *"wicked,"* and said that being able to *"get a tune done"* was one of the best things he had ever been involved with. The chance to come to the studio every day for a week and make a concerted effort towards developing his own piece of music was something that he felt that he would never have been able to do otherwise. At the follow-up interview, Chris said that the CD which he now owned was something which he was *"very proud"* to possess. Furthermore, he now had aspirations to pursue a career in the music industry should the opportunity become available.

Even after his week at the studio, Chris continued to attend the Splash Extra scheme *"almost every day."* He particularly liked the fact that the scheme offered activities at all times of the day and evening, and suggested that this had prevented him from getting restless: *"it's stopped me from doing something stupid...when you are hanging around the estate something is bound to happen."*

- Salford:* The Arts Officer commented that: *It's been extremely beneficial. It has allowed us to develop the work we have been doing throughout the year, offering increased access to skills and creativity via this additional funding. We were therefore able to increase the level of high quality arts activity, through this Arts Council of England funding, as it enabled us to buy in ADDITIONAL professional artists with many years experience, providing young people with the opportunity to have contact with new experiences and professional skills in the arts, that wouldn't have been available otherwise.* Sports activities were also able to offer new opportunities. Coaching with professional clubs (such as Premiership Football teams) and the opportunity to gain qualifications through the sports activities they undertook during Splash Extra were particularly effective in firing the enthusiasm of young people. However, not all sports activities offered such opportunities, and many were simply unspecialised activities designed to divert rather than develop young people.

#### **Case Study - Ian, Birmingham**

Ian had been involved with a group of young people identified as being involved in petty crime. He had left school with few qualifications.

Ian participated in a number of one to one sessions and was assigned a Personal Advisor. He identified an action plan that included attending a Life Skills Programme to gain various qualifications along with a Community Sports Coaching Award.

Ian is still involved in the Youth project and has continued his interest in sports by enrolling on an NVQ sports coaching course. He is no longer involved in petty criminal activities.

## **6.4 Effectiveness of the professional structures to support practitioner delivery of Splash Extra (e.g. extent of experience, accreditation, back-up)**

### **6.4.1 Capability of the Sectors to deliver**

Evidence suggests that the sectors were well equipped to support delivery of Splash Extra.

#### **THE ARTS COUNCIL OF ENGLAND**

##### **Quality and Experience of Artists:**

*Experience of at risk young people:* Use of The Unit and existing contacts ensured a high quality of artist most of whom were used to working with at risk young people (the Unit only uses artists that work with offenders and young people at risk). Indeed, some RACs (e.g. London) made it a condition of funding that artists had this experience.

*Quality of artists:* For many schemes, this offered a unique opportunity to access professional artists. One Liverpool organisation claimed that they offer *'the best artists and the best high quality materials'*.

*Quality of Equipment:* Activities often took place at artists' premises, offering access to high quality equipment. For example, Reading's Readipop Studio is a specialist provision with a well-equipped recording studio. In Reading, the Readipop music workshop in particular succeeded in engaging some very difficult young people, whose behaviour would deny them access to such sophisticated technology or music tuition in educational

---

settings. There were some dramatic improvements evidenced in behaviour and ability to relate constructively to others.

**Organisational:**

*Artists:* The Arts Council of England have only just begun to collate a database of artists that work with offenders, since these artists are usually funded by prisons rather than the Arts Council of England. Therefore identifying these artists / bodies was difficult.

*RACs:* The success of the Arts Council of England's involvement was reliant upon these bodies working efficiently. For the most part, RACs rose to the challenge, but there were inevitable teething problems in some areas. Most notably, one RAC did not initially have the contacts or capacity to respond to the tight timescale, which resulted in delays. Perhaps as a result of this, the intensive evaluator in this area found that:

*"There were no noticeable difference [sic] found in the quality of those arts activities which were not supported by Arts Council of England funding and those which were. This may be due to the late and limited involvement of [the RAC] in the development and design of the scheme programmes."*<sup>75</sup>

*Communications:* The message of the purpose of Splash Extra may not always have filtered down to artists:

*"The brief, as understood by the co-ordinator, was to work in high crime areas, not necessarily to work with young people at risk of offending, or offenders. This "intervention stuff" was supposed to be done by 'Connexions and the buddies'"*<sup>76</sup>

The DCMS secondee (Keith Nichol) helped the Arts Council of England to set up their involvement and acted as a trouble shooter when problems occurred, visiting RACs and sharing best practice models and experiences between them. Without Keith, this would not have been possible, as RACs did not have the time to manage this themselves.

**Accreditation:** The need to provide accreditation for young people was recognised but, owing to timescales, rarely implemented. There are, however, some positive examples of accreditation taking place, for example, in Manchester some young people are now studying for their NVQ level 2 in vocal as well as developing skills in Music technology with artists from Splash Extra. In a music workshop in Reading, a few of the young people were nearing NVQ level work in music technology but were not documenting their portfolio of competences. Their current behaviour meant that they would be unlikely to succeed on a formal college course. As the tutor put it, *"What we want to do is stealth qualifications."*

---

<sup>75</sup> Regional Intensive Evaluation report

<sup>76</sup> Regional Intensive Evaluation report

---

## THE READING AGENCY

**Experience of artists:** It was a requirement of funding that all libraries used in Splash Extra had:

- An existing Yot partnership;
- Knowledge of targeted areas; and
- Experience of outreach work and working with at risk young people.

In addition, six of the ten Reading Agency areas that took part in Splash Extra were in the North West, and have been part of the Wolfson Programme. This programme has been running for the last few years and provided funding to allow libraries to appoint outreach youth workers. The Reading Agency believes that in order to improve their contribution to the prevention of youth offending, more detached youth workers should be placed in libraries<sup>77</sup>.

### **Co-ordination:**

*National Co-ordination:* The national office made visits to all the sites and produced extensive briefing documents and guidance. A dedicated website was also set up.

*Capacity:* The Reading Agency had its own pool of artists (10) who had already worked on the 'YouthBoox' initiative. They have extended this pool as a result of Splash Extra to around 30-40 artists, groups, organisations, poets, storytellers, cartoonists, and illustrators. During the summer, a lot of artists were booked up, but this did mean that they formed links with new artists.

**Accreditation:** Again, the importance of accreditation was recognised, but setting anything up was impossible in the timescales given. The Reading Agency pointed out<sup>78</sup> that accreditation would need careful planning to meet the needs of the client group. For example, some areas have very low literacy rates, and something very basic is needed.

## SPORTS ORGANISATIONS

With no national co-ordination of Sports activities, Sports organisations were involved in Splash Extra on an ad hoc basis. Capacity was dependent upon what was available locally and therefore, the quality and experience of these organisations varied greatly – from accredited coaching sessions to informal sports sessions. The involvement of Sport England in future programmes could help to control the quality of sports provision available.

### **6.4.2 Recommendations / Lessons learnt**

These findings suggest the following recommendations in regard specifically to professional structures of the Arts Council of England and the Reading Agency:

- Support at national level is required to ensure that regional resources succeed;

---

<sup>77</sup> Interview with Sue Stewart, 14<sup>th</sup> October 2002

<sup>78</sup> Interview with Sue Stewart, 14<sup>th</sup> October 2002

- 
- More notice would allow RACs and libraries to develop networks to allow them to share best practice and experiences with one another;
  - More notice would ensure that the optimal supply of good quality artists are available;
  - Means of accreditation should be developed for future use;
  - The careful vetting of artists should continue; and
  - Both organisations struggled, to some degree, to find enough suitable artists. Networks of artists should be further developed to meet future demands.

The involvement of Sport England in future programmes could help to control the quality of sports provision available.

## **6.5 The effectiveness of the local and regional sectorial bodies in providing and co-ordinating relevant activities for Yots<sup>79</sup>**

### **6.5.1 Programme Management**

Use of regional structures (RACS and local libraries) was vital to the success of sector involvement in Splash Extra. These structures enabled funding to be managed regionally to deliver what worked best locally. The co-ordination of artists on a national basis would have been time-consuming and ineffective. The regional knowledge of experienced and skilled local artists was invaluable. With the timescales being what they were, libraries and RACs had to liaise quickly and closely with Yots, so any existing relationships became crucial. At national level this would not have been possible.

In addition, the Arts Council of England's use of The Unit for Arts and Offending meant that, despite activities being co-ordinated regionally, progress could be tracked on a national basis. This allowed the national representatives at the Arts Council of England to identify problems in any area at an early stage.

### **6.5.2 Relationship with Yots and schemes**

The effectiveness of Arts Council of England and Reading Agency provision in an area was greatly dependent upon their relationship with the Yot. Unfortunately, the late involvement of the sectors caused initial problems:

- Some schemes viewed the Arts Council of England and the Reading Agency involvement as separate programmes; and
- RACs sometimes had to sell themselves to Yots and schemes who had already completed their planning for Splash Extra.

However, despite these problems, good working relationships were formed. In some areas, Yots played a key co-ordination role, managing a central programme of activities or liaising with both artists and schemes to set up activities.

---

<sup>79</sup> This section focuses specifically on those sectors that received funding to provide additional activities to those co-ordinated by Yots and schemes (i.e. the Arts Council of England and the Reading Agency).

---

### 6.5.3 Impact of Activities

As demonstrated in section 6.2, both the Arts Council of England and the Reading Agency engaged young people and addressed risk factors affected young people at risk of offending.

Because they were frequently having to sell their involvement to Yots and schemes, Arts Council of England funded artists may not have had as much influence over activity design as they would have liked.

A number of schemes (particularly in Liverpool) were organised by Sports Centres, so activities were, by default, primarily sports-based (given the timescales, delivery agents generally chose to '*stick to what we know*'). Sports activities are generally cheaper and easier to organise, so at short notice, it is no surprise that most scheme action plans contained a large proportion of sport. The additional funding granted to the Arts Council of England and the Reading Agency enabled schemes to redress that balance and created more diverse programmes than might otherwise have existed.

## 6.6 Summary/Conclusions recommendations for sector involvement

Both the Arts Council of England and the Reading Agency took a pragmatic approach to Splash Extra. Realising that timescales were against them, they chose to concentrate on delivering what they knew they could deliver well, and to use it as a stepping-stone for the future. This perhaps limited the scope of their work to some extent, but it meant that they were able to deliver activities that were generally of a high quality. New, exciting opportunities were provided for young people and a number of risk factors affecting young people at risk were addressed. Existing relationships with Yots and schemes have been developed and new relationships were formed.

Given that it was the first time that they were involved in Splash Extra, and the short notice they received, the contribution of the Arts Council of England and the Reading Agency was a commendable achievement.

Lessons should be drawn from this experience to improve upon their involvement in future years:

**Timing:** As with the main programme, more notice is required to maximise the effectiveness of sector involvement. Sector involvement should be announced and approved in conjunction with the core part of the programme so that Yots and schemes view it as part of the programme.

**Accreditation:** Means of providing accreditation for young people need to be explored.

**Partnerships:** The partnerships that have been developed and created over the summer should be developed further.

**Artists:** Both organisations struggled, to some degree, to find enough suitable artists. Networks of artists should be further developed to meet future demands.

It is also apparent that other sectors could make a similar contribution to that made by the Arts Council of England and the Reading Agency, and that this should be explored in the



---

future. For example, the involvement of Sport England in future programmes could help to control the quality of sports provision available.

---

## 7. CONCLUSIONS

Splash Extra was a great success, engaging almost double its target number of young people and seeing an impact on crime in many of the areas in which it ran. The risk factors affecting young people at risk of offending were addressed and a wide array of approaches to the targeting and referral of these young people were developed. These approaches were implemented with varying degrees of success. Critically, the young people engaged enjoyed Splash Extra, and felt that they got a lot out of it. Given the tight timeframes for the set-up of Splash Extra, the achievement of Yots, schemes, the Arts Council of England and the Reading Agency were a commendable achievement.

This section focuses on the conclusions that can be drawn from the findings of this report. For a closer examination of conclusions and recommendations for the Splash Extra programme as a whole, please refer to the Youth Justice Board/DCMS Splash Extra Programme Report.

Key conclusions and recommendations identified by this report:

**Timing:** The lack of time available to Yots and schemes for planning their involvement in Splash Extra impacted almost every aspect of delivery. Most notably, targeting and referrals were limited and schemes were unable to consult young people in the planning stages. More planning time is vital for this initiative to succeed in future years.

**Targeting and referrals:** The success of schemes in engaging targeted and referred young people has been difficult to measure because schemes rarely tracked this (again, this is at least partly a result of timing). Both Yots and schemes need to track their success at engaging these young people<sup>80</sup>. This will enable them to change their approach should they find they are not succeeding.

A policy decision could also be made about the key targets of Splash Extra – whether the scheme aims specifically for males, who are more likely to offend, or continues to operate an ‘open access’ policy. This could similarly drive a decision on the most appropriate activities for Splash Extra – if males are specifically targeted then there is an argument for more focus upon sport, which is more popular among males. Nonetheless, it should be remembered that there is no evidence that any specific activity type has more impact on offending behaviour than another, and that the arts do offer means of directly addressing the problems addressing young people.

**Outreach work:** Large numbers of young people have been met through this approach, but the number who were subsequently engaged is not known. This approach needs to be carefully tracked so that workers can ascertain:

- How many of the young people they meet are subsequently participating in scheme activities; and
- What is effective in persuading the young people they meet to engage with schemes.

---

<sup>80</sup> IRT, a new system to identify and track young people at risk, is currently being set-up to provide an immediate source of referring young people into programmes. The use of this in future Splash Extra schemes will enable more robust monitoring of the referrals process.

**Time of day of activities:** Findings strongly suggest that running activities in the afternoon and evenings will have the greatest impact on crime.

**Open access schemes:** Splash Extra should continue to be an open access scheme because:

- It avoids stigmatisation; and
- It provides at risk young people with a non-offending peer group.

**Younger age group:** The younger age group should continue to be involved in the programme. Early intervention, targeting young people *before* they become involved in offending behaviour, is critical in preventing such behaviour altogether. Targeting only 13-17 year olds may have less impact *in the long term* than targeting the younger age group.

Different objectives may be required for the younger age group. Aiming to prevent offending is not appropriate when targeting this age group, which is generally not yet involved in offending behaviour.

**Involvement of the sectors:** the Arts Council of England and the Reading Agency contributed a great deal to Splash Extra and their involvement should continue. In future:

- Sector involvement should be announced and approved in conjunction with the core part of the programme;
- The partnerships that have been developed and created over the summer should be developed further; and
- Additional Sectors should be invited to make a similar contribution.

### **Accreditation**

Further formal accreditation should be developed to validate work produced by young people who may not be succeeding in formal educational settings. This can also encourage attendance, and more active involvement from young people. All concerned recognise that providing accreditation for young people will recognise the skills they have developed and encourage young people to pursue some activities further.

### **Sustainability**

Sustainable youth crime reduction cannot be achieved in just one summer. A long-term strategy for youth crime prevention is needed. Developing a local strategy with Connexions Behavioural Improvement Plans, the Children's Fund and mentoring schemes, would increase the infrastructure and impact of Splash Extra. Exit strategies for those leaving summer activities are vital to ensure that the work done over the course of the summer does not go to waste.

---

**Partnership Work**

Splash Extra has given a wider range of local partners involved in youth issues the chance to work together and join up their work than has previously been the case in many Yot areas. However, a longer timescale is needed to plan future schemes to ensure that these partnerships are optimised. Multi-partner work can be very effective but can also cause logistical problems. Despite the effort put into cooperation, the different funding streams each with distinct criteria resulted in vast disparities in the provision received by children across the country.

<p style="text-align: center;"><b>SPLASH EXTRA INTENSIVE EVALUATION REPORT APPENDIX</b></p>
---

## 8. APPENDIX

### 8.1 The 10 Police Force Areas

The ten police force areas at which the Street Crime and Robbery Initiative was targeted were chosen because they had the worst recorded crime figures for robbery in 2000/01 (the last published figures). Together they accounted for 82% of the national robbery problem:

Police Force Area	Share of Robbery
Metropolitan (i.e. London)	43%
West Midlands	12%
Greater Manchester	10.5%
West Yorkshire	4%
Avon & Somerset	3%
Merseyside	2.5%
Thames Valley	2.3%
Nottinghamshire	2.1%
S Yorkshire	1.5%
Lancashire	1.3%

Northumbria had more robbery than Lancashire according to these figures, but Lancashire figures were higher at the mid 2001/02 point (unpublished), which is why they were chose above Northumbria.

These statistics are based on whole force areas (which cover more than one city in many cases). So Reading, Oxford and Slough are probably responsible for the overall Thames Valley figure, and Bristol for most of the Avon & Somerset figure. This is why money was concentrated within the force areas on the specific boroughs with the worst problems (taking into account truancy as well as crime).

### 8.2 Glossary

Abbreviation	Meaning
ACPO	Association of Chief Police Officers.
BCU	Police Basic Command Unit
BIP	Behaviour Improvement Programme
CGE&Y	Cap Gemini Ernst and Young
CtC	Communities that Care
DCMS	Department for Culture, Media and Sport

Delivery Agent	The organisation(s) who run a scheme
Delivery Partner	An organisation that runs specific activities for a scheme
ECOS	Education of Children Out of School unit
ISSP	Intensive Supervision and Surveillance Orders
Key Worker	Connexions Summer Plus worker dedicated to work with a number of at risk young people
LEA	Local Education Authority
Local Programme	Refers to the programme of schemes operated by a particular Yot
National Programme	The entire Splash Extra Programme
NDPBs	Non Departmental Public Bodies
Neighbourhood scheme	Splash Extra scheme based in a high crime neighbourhood or estate.
NOF	New Opportunities Fund
NVQ	National Vocational Qualification
RAC	Regional Arts Council
SCI	Street Crime Initiative
Summer Plus	Connexions summer programme
The Unit	The Unit for Arts and Offenders
TiPP	Theatre in Prisons and on Probation
Urban scheme	Scheme operated in a city centre, aiming to engage young people who are not covered by neighbourhood-based schemes
YIP	Youth Inclusion Programme
YJB	Youth Justice Board
Yot	Youth Offending Team
YouthBoox	A previous youth initiative linked to the Reading Agency

### 8.3 Activity data for Summer Splash 2001

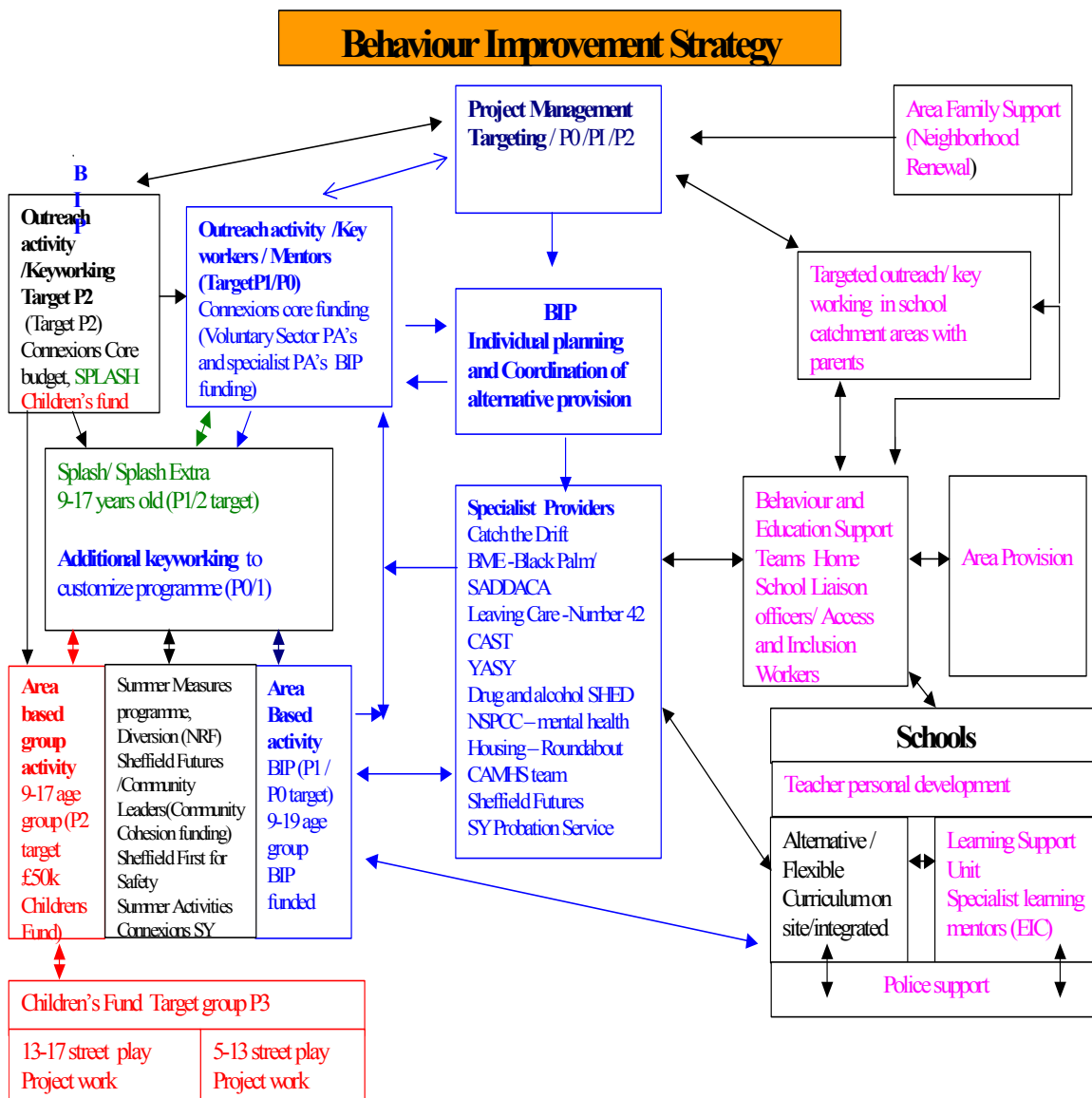
The adjacent graph shows the proportion of activities that took place in Summer Splash 2001. This is based upon the number of activities of each type that took place.



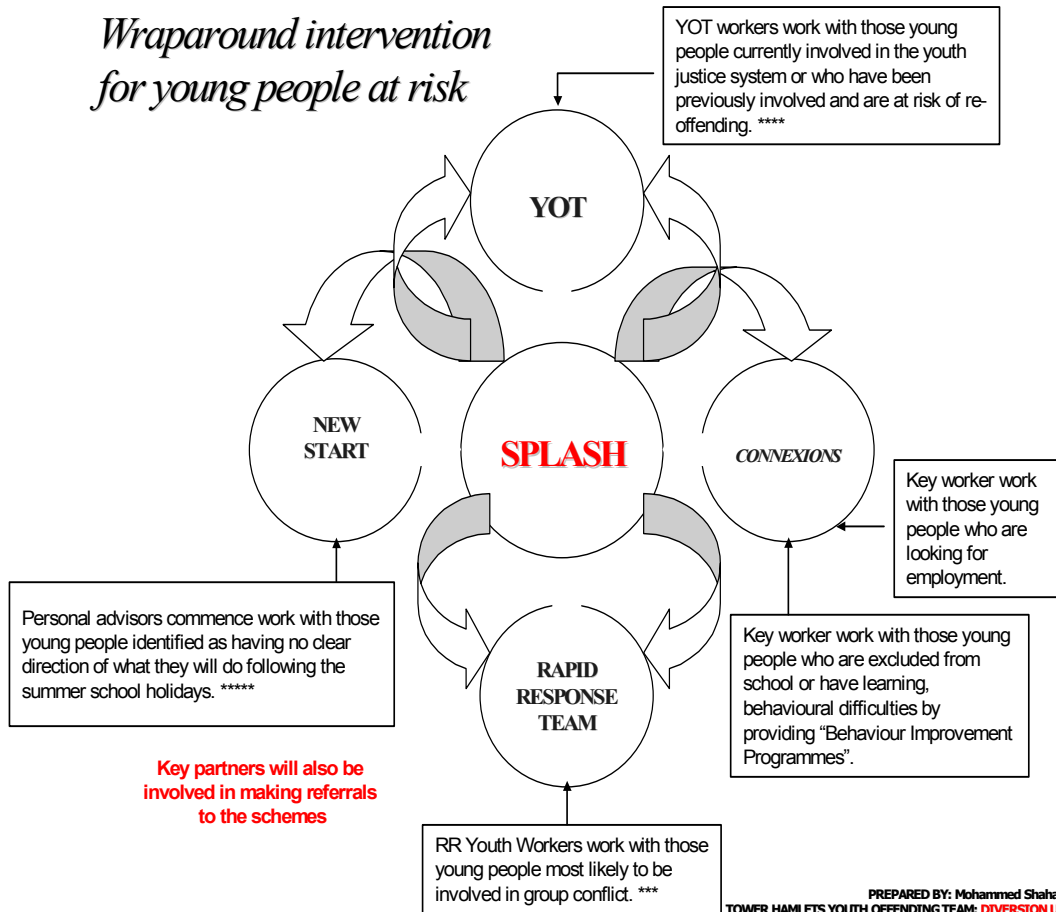
## 8.4 Local Mapping

Examples of the local mapping used by two Yots, Sheffield and Tower Hamlets, are given below.

Sheffield local mapping:



Tower Hamlets local mapping:



## 8.5 Risk Factors

The available evidence on the risk and protective factors associated with anti-social behaviour and youth crime and their relative salience was reviewed by the Youth Justice Board (*"Risk and protective factors associated with youth crime and effective interventions to prevent it"*, Youth Justice Board for England and Wales, November 2001.). The most prevalent risk factors associated with youth crime were:

- Aggressive behaviour, including bullying (25% of secondary school children are at risk);
- Low achievement beginning in primary school (24%);
- Family history of problem behaviour (23%);
- Alienation and lack of social commitment (22%);
- Peer attitudes condoning problem behaviour (22%);

- 
- Family conflict (21%);
  - Lack of commitment to school, including truancy (21%);
  - Friends involved in problem behaviour (21%); and
  - Availability of drugs (19%).

The importance of a particular risk factor depends not only on its prevalence but also on its salience, that is the strength of its relationship to youth crime and as a predictor of offending. Some factors such as gender cannot be changed; others are more open to being influenced by social interventions.

The **key predictor** of being arrested is **low achievement at school**, with a 90% increase in the chances of arrest compared to the norm. **Family problem behaviour** (at 62%) and **peer involvement in problem behaviour** (at 50%) are the other factors of highest significance. Surprisingly, aggressive behaviour and bullying, while prevalent and frequently causing concern, is shown in the research to be one of the least salient factors in relation either to the chances of being arrested or the likelihood of a young person stealing (both at 6%).

It is also important to note that the research did not examine the more general background risk factors in the community of low income and poor housing, neighbourhood deprivation, and high turnover or lack of attachment to the neighbourhood.

The research identifies the strategies found to be most effective in addressing the three most salient factors.

## **8.6 Arts Council of England Case Study Of Delivery**

### **Programme of Activities funded by the Arts Council of England in Reading**

#### *Creative writing.*

Writers, teachers and a performance poet offered workshops covering turning ideas into writing, writing skills and performance, styles of writing and communication.

#### *Stories not for Texting.*

Used the mobile phone as a stimulus to explore the drama behind text messages and create a piece of multi-media theatre.

#### *Basic Dance Technique, hip-hop and street styles.*

Focused on contemporary dance styles, introducing basic dance techniques and movements.

#### *Producing a TV news programme.*

Provided young people with the training resources, equipment and support to record and edit their own TV News items for a news programme with music and graphics to be played to the public.

#### *DJ Skills Workshop.*

Workshops looking at DJ and music technology skills, encouraging participants to create their own samples and soundtracks.

#### *Taster drama sessions for 9-12 year olds.*

Provided fun games and exercises to explore a variety of techniques from improvisation to physical theatre.

## 8.7 What the Reading Agency Delivered<sup>81</sup>

Library authority and YOT schemes worked with	Number and age of participants	Nature of activity	Nature of partnerships
Birmingham Libraries Birmingham Libraries Vactuality Summer School Liased with the YOT co-ordinator of the 46 Splash Extra schemes	34 aged 14-19	IT-based project using musical instruments and software, video, animation, graphic design, photography, poetry, storytelling, song writing and digital composition.	Detached Youth Worker in Central Library, C21VOX multi-media arts and education company, musicians, authors and specialist staff and resources from music library
Blackburn with Darwen Libraries Blackburn with Darwen	17 aged 11-14	Poetry workshops in libraries exclusively open for Splash Extra, with “soft-sell” introduction to library environment and gifting of poetry anthologies for personal ownership	Library service, youth services and poets
Bradford Libraries Holmewood, Shipley, Newlands and Undercliffe	75 aged 13-19	Youth TV production workshops over five-week period, including live interview with author of book about street life in Bradford, and Need to Read workshops	National Museum of Photography, Film and Television, library service, youth services and local author
Knowsley Libraries Knowsley	160 aged 9-12	Residentials, games workshops, film shows with book tie-ins, graphic novels, displays and involvement in book selection	Library service, youth services and artists
Lambeth Libraries Cowley Estate, Wynne Road and Clapham Park	156 aged 9-12 87 aged 13-17	Workshops including rap poetry, acapella work and storytelling, using artists from similar cultural backgrounds to those of the participants, plus a bookshops visit	Library service, youth services and artists
Liverpool Libraries Liverpool	908 aged 9-13 (+ 453 outside target group)	IT support sessions with “buddies”, music workshops with specialist software, digital camera work, reading activities, drumming and circus skills, and involvement in book purchasing for new Surfzone area	Library service, youth services and artists
Manchester Libraries Moss Side Millennium Powerhouse	40-50 aged 9-12	Six-week multi-media programme including IT web design and digi-animation, character creation using stories, poems, sculpture etc, manga comics, music, drama and girls DJing	Library service, youth services and artists
St Helens Libraries Moss Bank, Broad Oak, Parr and Hardshaw, Haydock, Newton-le- Willows, Windle, Queens Park and Grange Park	394 aged 9-12 153 aged 13-17	Multimedia workshops including IT, poetry, storytelling, real-life exotic animals, reading makeovers, fortune telling and space crafts, with books and magazines as prizes	Library service, youth services, artists and animal handler
Stockport Libraries Great Moor	25 aged 13-17	Workshops using poetry and graffiti to make over a community space near the	Library service, youth services and artists

<sup>81</sup> The Reading Agency Splash Extra Report, November 2002

		local library and youth club	
Tower Hamlets Libraries Collingwood Estate, Brick Lane, Berner Estate, Chicksand Estate, Bethnal Green, Cubitt Town Area, Bow North Area, Guinness Court and Mile End Neighbourhood Area	427 aged 9- 13	Multimedia workshops including poetry, science, adventure games, cartoons, and plaster casting	Library service, youth services and artists

## 8.8 Reading Agency Case Study of Delivery

### Programme of Activities funded by the Reading Agency in Birmingham

IT based project, using musical instruments and software. Linked to reader development through:

- Talking to local authors who read extracts from their books, invited/answered questions about the motivation and feelings that led them to write the books and encouraged young people to explore their own experiences and feelings and put them into words
- Writing short stories, as part of a film or animation
- Using different genres of writing as inspiration for writing short stories of their own and lyrics for songs which they then put to music
- Using books in the music library as inspiration for songs of their own – and information on copyright.

Activities included: group workshops, video, animation, graphic design, photography, poetry, storytelling, song writing and digital composition

The young people produced and recorded their own piece of work.

## 8.9 Young People Case Studies

### James, 14, Sheffield

James has had extensive involvement with the Youth Offending team over a period of some years. He has been involved in robbery, breaking and entering and theft.

During Splash Extra, James took part in a range of activities, including circus skills, football and a trip to Lazerzone. He had particularly enjoyed the football and said that it had enabled him to meet different people from those he usually hung around with. He would have liked more DJ workshops and “petrol stuff” (go karting, quad biking and motor biking) and is hopeful that these activities might be included next year.

James attended Splash Extra because “there’s nothing else to do but messing about” and said that he was glad to be involved in activities which did not either cause trouble or end up with getting himself “into bother”. He felt that the activities were “fun and exciting” and that they gave him the chance to do things he couldn’t normally afford – for example, Lazerzone. He also felt that the activities gave you “something to take your mind off your problems”.

---

James said that he did not get involved in offending behaviour during the Splash Extra period, and that this had made him feel better about himself. He felt that without Splash Extra, he would have been “getting money by robbing, breaking into empty houses and nicking stuff with my mates”. He felt that Splash Extra would definitely reduce crime, but only for the period it was running – he felt that it was unlikely to produce any enduring effects.

### **Lee, 14, Sheffield**

Lee is 14 years old and attends the SCAPE Programme (Sheffield Citizenship Preparation for Employment) which targets young people at risk of offending, or who have already offended. He is an outgoing young man, who has a short attention span. He also explained that his literacy and numeracy skills are poor.

Lee has already had contact with the Youth Offending team, and has been involved in a range of anti social and criminal activity. He felt that if he had not attended Splash Extra, he would have “been out nicking cars” or “sitting at home annoying my Mum”.

Lee had taken part in a wide range of Splash Extra activities, including circus skills, football, cinema trips, a trip to Lazerzone, a trip to Don Valley Stadium, a trip to Meadowhall and a face painting workshop. He had enjoyed all of the activities and had particularly liked the circus skills, because “it’s something new I haven’t done before”. He described Splash Extra activities as “fun” and felt that the programme had been important to him because it gave him something to fill his time constructively. He says that he has not been involved in any illegal activity over the summer, and that his relationships with his family had been less tense over the summer period, because he has been out of the house more.

### **Laura, 15, Birmingham**

Laura became involved with the scheme following a referral from her children’s home. She had a long criminal history, which included theft from a motor vehicle, shoplifting, perverting the course of justice and actual bodily harm. She had not been to school for over a year, and had also served two custodial sentences for one and two months respectively. Following release, Laura was given a two-year supervision order, a three-month curfew order, and a sixty-day activity programme.

Following her referral, Laura became engaged in the performing arts programme at Birmingham Central Library. She attended punctually and it was clear that this was an experience that meant a lot to her. Laura had a passion for literature, and the workers were able to offer a programme that built on this interest. She described how she began by trawling the library shelves, looking for a story to use. She chose the “*Emperor’s New Clothes*,” and was then assisted in summarising the narrative, and turned it into a comical poem. Laura then proceeded to take photographs, and filmed a multitude of fabrics, which were to become the background visual display for an end of week show. On the day of her first interview she was going through the editing process, and commented that she was “*really nervous, but excited*” about being part of a performance in front of a large audience.

Laura was starting college in September. She stressed that she intended to make the most of the “*opportunities that this might provide*,” and hoped to use her newfound abilities and aptitude to maximum effect in this new phase of her life.

The performance took place at the nearby “Conservatoire.” After the show, Laura commented how delighted she was with how well everything had gone, and simply oozed



---

with a confidence and pride in her work that belied her history of anti-social behaviour and detention.