

Hanworth Junior Youth Inclusion Programme

*Report of an Evaluation carried out for
Hounslow Action for Youth*

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Thinking for a Living



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1. Executive Summary

- 1.1 The aim of Hanworth Junior Youth Inclusion Project (J YIP) is to reduce social exclusion and to prevent offending among young people aged 8-13. It has received 52 referrals since its start-up in September 2004.
- 1.2 Our evaluative research has shows that the J YIP has been very successful in achieving the following impacts:
 - i. J YIP young people have shown outstanding improvements in school attendance over the period of intervention.
 - ii. There is strong evidence that J YIP young people dramatically reduce their anti-social behaviour once intervention begins. There have been noted reductions in street disturbances and an absence of appearances on the local Anti-Social Behaviour Action Group (ASBAG) once referrals have been made.
 - iii. Although it is too early to be sure, there are promising signs that the project will make lasting and sustainable impacts on young people because the project has created a very positive atmosphere of respect, responsibility and trust amongst its young people, which indicates changed attitudes rather than short-term diverted attentions. It is likely that the onset of offending behaviour has been stalled, and that the probability of these young people offending in the future has been reduced.
 - iv. There is a high level of satisfaction with the project among young people, and they have a good level of self-awareness, encouraged through the very successful 'circle time' at the beginning of the sessions.
 - v. The project has high levels of satisfaction from parents, who have noted significant, and positive, changes taking place in their children. Work has extended into support for parents where appropriate and feasible, which contributes to the sustainability of the project.
 - vi. There are high levels of agency satisfaction (especially from Police and schools) and the project is beginning to improve the way agencies in Hanworth work together. There are excellent partnerships with certain schools, which we identify as examples of good practice since relationships are very open, flexible and effective.
- 1.3 The management and strategic long term planning for the project is being developed, with the recruitment of a new deputy manager in November 2005. The opportunity needs to be taken to develop post-J YIP 'exit strategies' for each young person, to extend partnerships to a wider set of agencies, and to develop a strategy for the J YIP that links it into the local strategy for young people.

2. Introduction

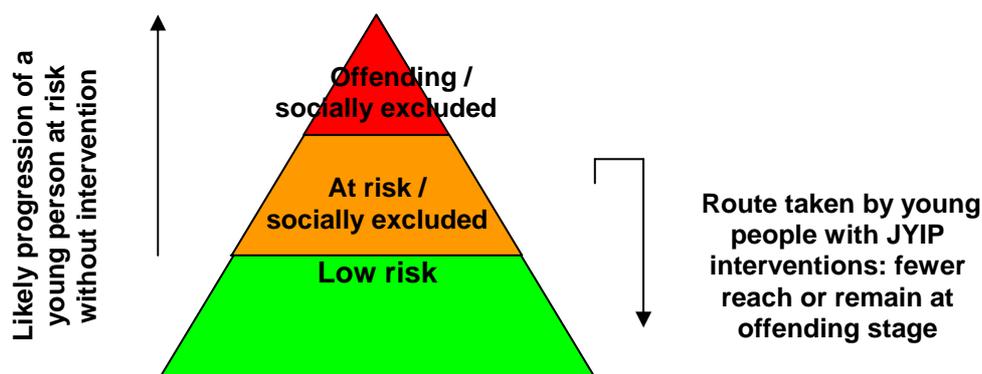
Junior Youth Inclusion Programmes (J YIP)

- 2.1 The Junior Youth Inclusion Programme was established in 2003 as a targeted intervention aimed at 8-13 year olds who have engaged in crime or who are in danger of offending, truancy or social exclusion. The Youth Justice Board (YJB) funded Programme targets the most deprived areas in the country and operates, in particular, where there are high levels of youth crime.
- 2.2 J YIPs should aim to meet the following set of objectives at a minimum:
- Demonstrate a reduction in risk factors that increase the likelihood of a young person offending and an increase in protective factors that deter them from offending, including working with parents to improve parental guidance
 - Reduce anti-social behaviour and nuisance in a neighbourhood
 - Reduce non-school attendance among the identified group of young people
 - Reduce youth offending rates among the identified group of young people
- 2.3 Like their senior counterparts for 13-16 year olds, J YIPs are community or school-based social inclusion projects. Many of the key management processes that have made 13-16 YIPs successful, in particular the method of identifying the target group of young people at high risk (known as “ID50”) are included in the J YIPs.
- 2.4 J YIPs can make a positive contribution to local prevention strategies by providing appropriate interventions at an even earlier stage of a young person’s life. J YIPs should, if well planned, resourced and managed, have a variety of positive outcomes beneficial to the range of organisations responsible for the welfare of young people and for community safety.¹

¹ From: Junior Youth Inclusion Projects – Management Guidance, Youth Justice Board, August 2003

The evaluation brief

- 2.5 The aim of Hanworth J YIP is to reduce social exclusion and to prevent offending behaviour amongst children aged 8-13 who are assessed as being at high risk. The main objectives are to engage children and their families in a range of positive and constructive activities to divert them from crime and a high risk lifestyle.
- 2.6 The J YIP want 'graduates' to escape permanently the onset of offending behaviour that, without intervention, threatens to move them into long-term occupation of the red zone shown below:

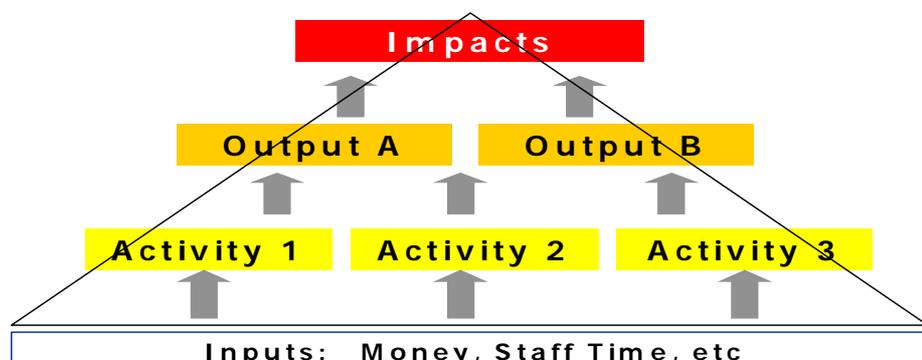


- 2.7 This is a complex aim, which involves selecting effective activities and interventions to tackle the multiple root causes of social exclusion and criminal activity amongst young people.

Methodology

- 2.8 The evaluation model that we used is shown in Diagram 1 below.
- 2.9 The bottom line (Inputs) at the foot represents the project funding, together with the staff time and the voluntary contribution of time from steering group members and others.
- 2.10 The second line (Activities) represents activity, what you do with the money and the immediate results of your expenditure, such mentoring sessions and activity time, which often form the basis of targets. In itself it's not enough, but it is (usually) easy to measure.
- 2.11 The third line (Outputs) represents the immediate effect you get from your expenditure. This could be improved school attendance, reduced offending rates and reduced social exclusion.

Diagram 1



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- 2.12 However, even this stage is not enough to provide a complete evaluation analysis. It is better, for example, to have young people attending school and not offending during the project than the alternative, but this outcome only justifies the money spent on it when these young people continue to stay out of trouble with the police as they get older, therefore reducing the supply of young offenders in the community. These are the final impacts, which enable you to judge whether the JYIP has added value by reducing offending and social exclusion in the community on a longer-term basis.
- 2.13 It is by no means easy to measure these final impacts, especially at such an early stage in the project. Neither can one be certain that “A caused B” by disentangling the project from mainstream services and other programmes. Here, we don’t look for academic proof – we aim instead for soundly based judgements, informed by previous experience, to provide a basis for assessments of the effectiveness of past actions and for decisions about the future.

Issues

- 2.14 With this evaluation approach in mind, we have tried to cover the following key questions and issues, which we look at in more detail in Section 4 below:
- **What impact has the JYIP made for young people, their parents and the community as a whole?**
 - **How sustainable are these impacts?**
 - **Could more have been achieved with the same resources?**
 - **How effective is multi-agency working**

- **Are there any important 'unintended consequences' to uncover?**
- **Is there good practice which should be shared with others?**
- **What are the facilitators and barriers to achieving maximum impact on the young people, parents and the community?**

What the JYIP offers

- 2.15 The programme offered by the J YIP is based on the management guidance issued by the Youth Justice Board. Activities include cooking; sports; health education (model baby activity); and dance classes. Sessions are run on four evenings each week and young people are collected and delivered home. The J YIP is therefore an intensive programme and this may partly account for its success in engaging young people and their families. In addition trips are arranged, and activities are run during school holidays.
- 2.16 The ethos of the J YIP is excellent, staff are calm and an atmosphere of trust and respect is consciously developed. Each session begins with circle time, this provides an opportunity for young people to talk about their experiences that day, to receive support and on occasions to be confronted with the consequences of their behaviour, for example the consequence of losing one's temper at school and becoming involved in a fight or an argument with a teacher.
- 2.17 The programme manager has a very hands on approach to working with young people, not only does he run sessions but he also picks up and drops off children in the minibus. In addition to the programme manager there are four sessional workers, three of whom provide specialist inputs, these include counselling, music and art. Recently a deputy programme manager has been appointed, and it is hoped that this will enable the programme manager to spend more time on developing the strategic aspects of work on the J YIP, in particular in relation to multi-agency working. The youth service has also provided inputs through the SAFE project, and these have included a video film project and a young women's health project looking at self-esteem.
- 2.18 The programme manager also provides support to parents and has good links with schools, particularly the secondary phase which enables monitoring of attendance and the provision of any necessary support for young people. He has also supported parents when they visit a school.

3. Stakeholder perceptions

Young people's perceptions

- 3.1 We carried out a survey in order to find out what young people think of the J YIP. The survey was a mixture of face-to-face and small group interviews, with 35 questionnaires being completed. Young people were overwhelmingly positive in their attitude to the J YIP, they like coming to the project and rated the staff and the range of activities highly. As a result of attending the project they feel happier and more confident.
- 3.2 We asked about a range of impacts that the project had on their lives. They thought that school attendance had improved in 74% of cases, while achievement had improved in 68% of cases. They thought that the project had helped them not get into trouble at school in 68% of cases and help them not get into trouble with the police in 74% of cases. They thought that relationships had improved with their family in 71% of cases, and with other young people in 71% of cases.
- 3.3 We asked it young people about their favourite activities on the J YIP and Table 1 below shows the outcome. It is interesting to note that social activities such as playing with friends and circle time, which is held at the beginning of each meeting are rated so highly.

Table 1 – Favourite activities on the J YIP

Activity	Number	Valid percent
Trips	10	31.2
Playing with friends	5	15.6
Art, Dance (indoor)	5	15.6
Other positive comments	5	15.6
Circle time	4	12.6
Football and other outdoor	3	9.4
Totals	32	100

Parental perceptions

- 3.4 In order to find out parent views we invited parents to meet us at Hanworth Youth Centre. We met 11 parents in two focus groups on two afternoons. The parents were also very positive about the J YIP which they refer to as ' Andy's club ' (the programme manager). It was clear that the J YIP had become an important part of family life, with children looking forward to attending it. Several parents commented that they had used the threat of not allowing their child to attend as a sanction.

- 3.5 Parents described a range of reasons for their child being referred to the J YIP, these included the influence of peers on the local estate, antisocial behaviour, and involvement in crime. Several parents mentioned that their child had been bullied, either at school or on the estate. Parents also pointed out that there were no facilities for young people on either of the estates (South Road and Butts Farm) which made the J YIP all the more attractive as it provided somewhere safe for their children to go. They said that the range of activities, particularly the trips, were important because they could not otherwise afford to pay for them.
- 3.6 Parents thought that the main impact of the J YIP was the way that their children's behaviour had changed, they were calmer, not getting into trouble, and relationships with school had improved along with an improvement in attendance. They described how the programme manager had helped them by acting as a go-between and improving the relationship that they had with the school.
- 3.7 Parents strongly supported the continuation of the J YIP, this is not surprising given the changes they had noticed in their children. Several parents said that they would be prepared to pay a small subscription for their child to continue attending, and offered to act as volunteers in order to keep the J YIP going.

Agency perceptions

- 3.8 We were able to interview staff from a range of agencies, this totalled 20 interviews either face-to-face or by telephone. The interviews revealed strong support for the work of the J YIP. Three aspects in particular stand out:
- The first is that once a young person is referred to the J YIP and successfully engages with it they no longer come to the attention of the Police or the Anti-Social Behaviour Action Group (ASBAG).
 - The second is that school attendance begins to improve, particularly in the secondary phase.
 - The third is the way that the project engages with young people builds trust and respect, this is a reciprocal process and interviewees identified the role of the program manager as critical in this regard.
- 3.9 While the work of the programme manager is seen as crucial in its contribution to successful outcomes for young people on the J YIP, there is a perception that too much of the programme is reliant on him. This fragile delivery structure, which we have encountered in other youth inclusion projects, means that there is a risk that if the programme manager were to become ill or change his job the J YIP might collapse. Since we began the evaluation a deputy manager has been appointed and this should reduce the risk.

- 3.10 There is also a perception that the programme manager needs to spend more time working on the development of partnership with other agencies. Most of the contact that the programme manager has with other agencies such as education welfare, schools, the YOT, social services, and the police, is in relation to individual young people and the intervention programme that they are following. While this type of contact means that agencies know about the work of the project, time has not been allocated to discussing the strategic development of the J YIP with other agencies. We came across two instances where agencies felt that they could provide funding if they were clearer about where the J YIP fitted into the local strategy for young people. This type of strategic thinking and attention to partnership working will become even more crucial as the Every Child Matters agenda is put into place in Hounslow.
- 3.11 Another perception that agencies shared with us was that they were unclear about referral processes and felt that there was a reluctance on the part of the J YIP to share data about young people. We have discussed this with staff at the J YIP who have told us about the efforts they have made to ensure that the referral process is well known and simple to operate, this has involved redesigning referral forms for example. Since there were three agencies that were not clear we have concluded that there is still a need to ensure that every agency is clear about the referral process, and that part of a problem is that agencies are unclear about the purpose of the steering group, which was also described by several agencies as a 'panel'. Another part of the problem is that the ASBAG also acts as a panel for the Hanworth area and agencies do not want duplication.
- 3.12 As we will see in the data section below the average length of stay for a young person on the J YIP is eight months which is longer than is usually expected on such a project. We think that the extra time that young people are spending on the project is justified because of the very impacts that are being demonstrated. However, staff may be reluctant to hold regular reviews in a panel because they are concerned about being told to take individual young people off the programme in order to accept new referrals. This is an issue that needs debate and the steering group could provide an excellent forum for such discussions.
- 3.13 Such discussions would also mean that soft data about individual young people could be discussed and agencies would have a clearer picture about both interventions and the work that is going on with parents and other family members. We think that the J YIP should consider developing a data sharing protocol with other agencies so that everyone is clear about when and why they will share data.
- 3.14 One way of developing partnership and clarity about the referral and data sharing process would be for Hounslow Action for Youth (HAY) to consider hosting a workshop or seminar which would provide an opportunity to share the success of the J YIP and to discuss where the project fits into the overall Borough strategy.

Community Perceptions

- 3.15 We contacted two local residents associations. The first was in the process of re-electing its management committee and was therefore unable to respond to us in the timescale. We spoke to the chair of the second, the Zenith Project, on the Butts Farm Estate, who was very positive about the changes that had taken place with children and young people who had joined the J YIP. Fewer complaints were being made, particularly about anti-social behaviour and vandalism. The modelling role of the male workers on the project was also mentioned in the context of a high proportion of single parents on the estate, some of whom allow their young sons to roam the estate until late at night and are therefore both vulnerable and more likely to get into trouble. Young single mothers tend to lose control of their sons at a much earlier age and the J YIP can play a part in helping to counter this trend.
- 3.16 There is clearly potential for further youth work, particularly if the community centre on the estate is refurbished, and made available as a venue. There could also be access to funds through the community investment panel, because the community association would support such interventions in the lives of young people.

4. Data and Statistics

- 4.1 In this section we analyse the various data that has been provided by the J YIP, the YOT, and schools. This data provides a baseline and has enabled us to identify gaps which need to be addressed. Further data on Hanworth taken from the Index of Multiple Deprivation is included as Appendix 1.

Referrals

<i>Figure 3.1</i>	New Referrals	Net Number of Clients at end of Quarter
Sept 04		34
Oct-Dec 04	0	25
Jan-Mar 05	0	34
Apr-June 05	16	37
July-Sept 05	2	33

- 4.2 As Figure 3.1 shows, the pattern of new referrals is uneven, although the number young people on the J YIP at any one time has remained fairly constant.

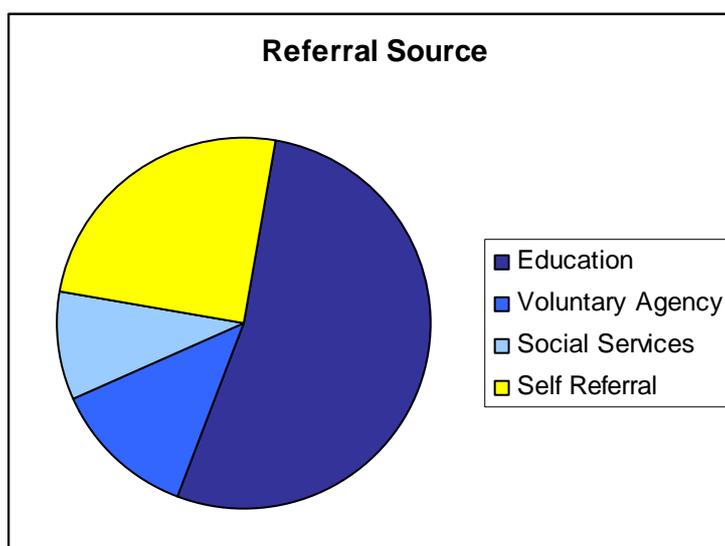


Figure 3.2: Source of Referrals to the J YIP

- 4.3 Data on referral source has not been collected for every young person, but for the 32 for whom data has been collected, there are four sources of referral: education, voluntary agency, social services and self-referral. The high proportion of self-referrals suggests a successful and positive image in the local community and the avoidance of stigma. However, because the J YIP is seen by parents to have such an impact they encourage younger siblings to join the project when they are old enough. This may mean that the most needy young people are not getting on to the project, even though the existing families are being correctly targeted. This tension is discussed in the next section.

Type of Referrals

Gender

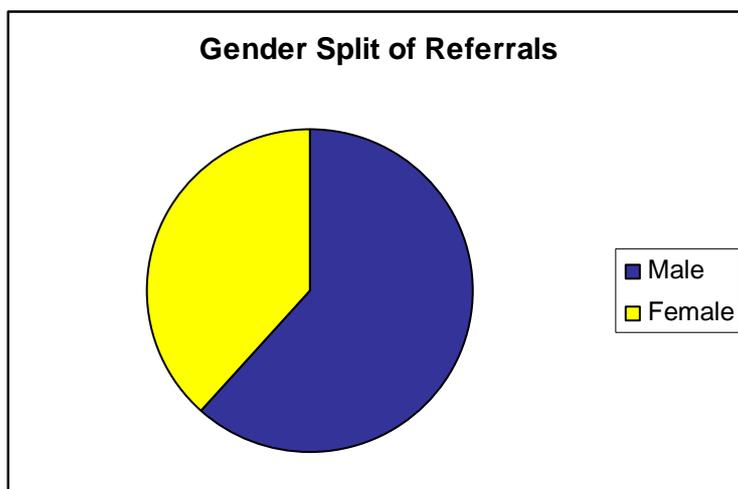


Figure 3.3: Gender Split of Referrals

4.4 More males than females have been referred to the YIP (32 males compared to 20 females). This may be because the need is greater amongst young boys, it also follows national trends. Although the number of girls becoming involved in crime has been increasing in recent years.

Age Distribution

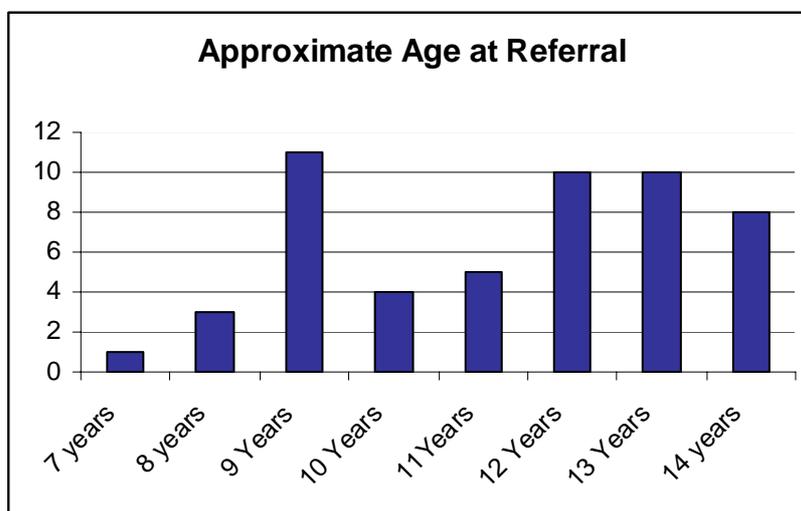


Figure 3.4: Approximate Age at Referral

4.5 The YIP has received referrals for young people aged 7 to 14 years old. Figure 3.4 above shows the age distribution of these referrals². There have been fewer referrals of the very youngest age group (7 and 8), which is unsurprising as risk factors tend to unfold as a child grows older.

² Ages given are approximate as they represent the age of the young person at the end of the Year Quarter in which they were referred (so could over estimate by up to three months).

Ethnicity

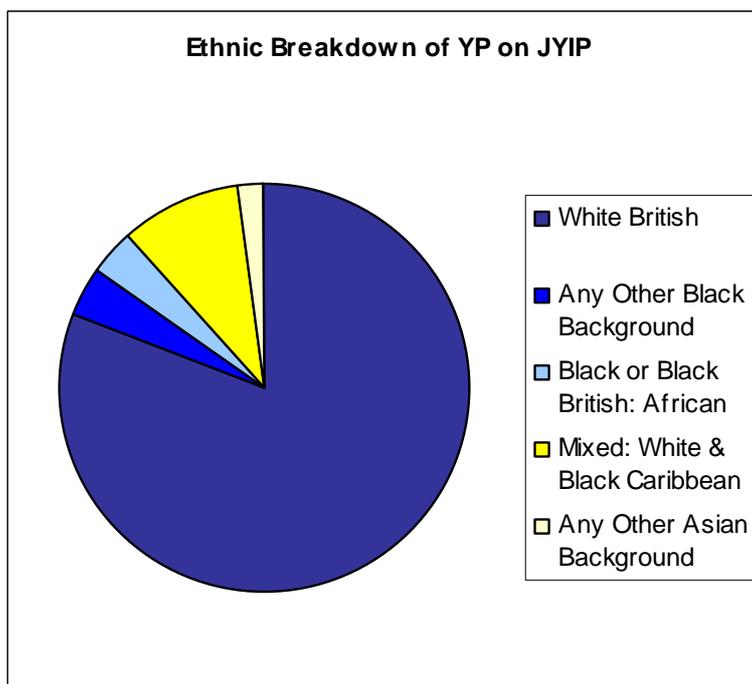


Figure 3.5: Ethnic Breakdown of Referrals

4.6 The ethnic breakdown of the young people referred shows that that BME groups make up a fairly small proportion of the young people on the project (19%). Figure 3.6 below shows how well this YIP breakdown represents the ethnic breakdown in Hanworth ward:

Figure 3.6: Ethnic Breakdown in Hanworth Compared with YIP breakdown					
Ethnic Group	No. YIP	% YIP	% Hanworth ward	Ratio of YIP to Hanworth (to 1 d.p) – where 1 indicates fair representation of the group	Approx number of YP that would fairly represent Hanworth community
Any White	42	80.8%	83.3%	0.97	43
Any Black	4	7.7%	3.6%	2.12	2
Mixed	5	9.6%	2.5%	3.86	1
Any Asian	1	1.9%	7.7%	0.25	4
Chinese or Other Ethnic Group	0	0%	2.9%	0.0	1
	52	100%	100%		

4.7 Although this table illustrates representation of the community rather than of need, it does give us an indication of how well different groups are accessing the YIP.

- 4.8 The number of referrals of young white people quite fairly represents the proportion of white people in Hanworth, at around 80% of the total referrals. There have been twice as many referrals of young black people than we would expect, whereas there have been four times fewer referrals from the Asian community than would proportionately represent this group. It is unclear what it is that skews these proportions: it may be that different groups have different needs, or it may be that the referral process itself is inadvertently helping or hindering some groups having access to the J YIP.

Risk Factors on Referral

- 4.9 As part of the referral process each child is assessed according to a set of risk factors that have been developed for the Youth Justice Board over the last seven years. Understanding the prevalence of risk factors is important in addressing youth offending, however, equally important is the strength of the relationship between risk factors and outcome behaviour (i.e. youth offending) and the degree to which the risk factor is susceptible to change. We quote from the YJB report in the next paragraph³.
- 4.10 “The key predictor of being arrested is *low achievement at school* (our italics), with a 90% increase compared to the norm. The second two most significant factors are family problem behaviour (62%) and peer involvement in problem behaviour (50%). Aggressive behaviour and bullying, whilst one of the most prevalent problems, is reported as one of the least salient (6%).”
- 4.11 Research literature indicates that intervention programmes can be effective in reducing the risk of youth offending where they are targeted at high risk children, occur at an appropriate stage, are adapted to the specific needs of different economic, racial and cultural groups and integrated into a comprehensive prevention package.
- 4.12 However the biggest surprise is that authorised absence is a key predictor of youth crime and 80% of all absences from school are authorised. We have seen from the data on the truancy sweeps that half the pupils picked up are with their parents, which means that some parents are condoning absence, and presumably writing ‘sick notes’ asking schools to authorise their child’s absence. Of course a proportion of these will be legitimate, visits to doctor or dentist supervised by a parent.
- 4.13 Figure 3.7 below shows the risk factors of young people referred to the J YIP, note that it is possible for individuals to have more than one risk factor. This also confirms that targeting is accurate and the right young people are on the project. We also show in Figure 3.8 the number of risk factors that young people had on referral to the project, this also confirms the accuracy of targeting.

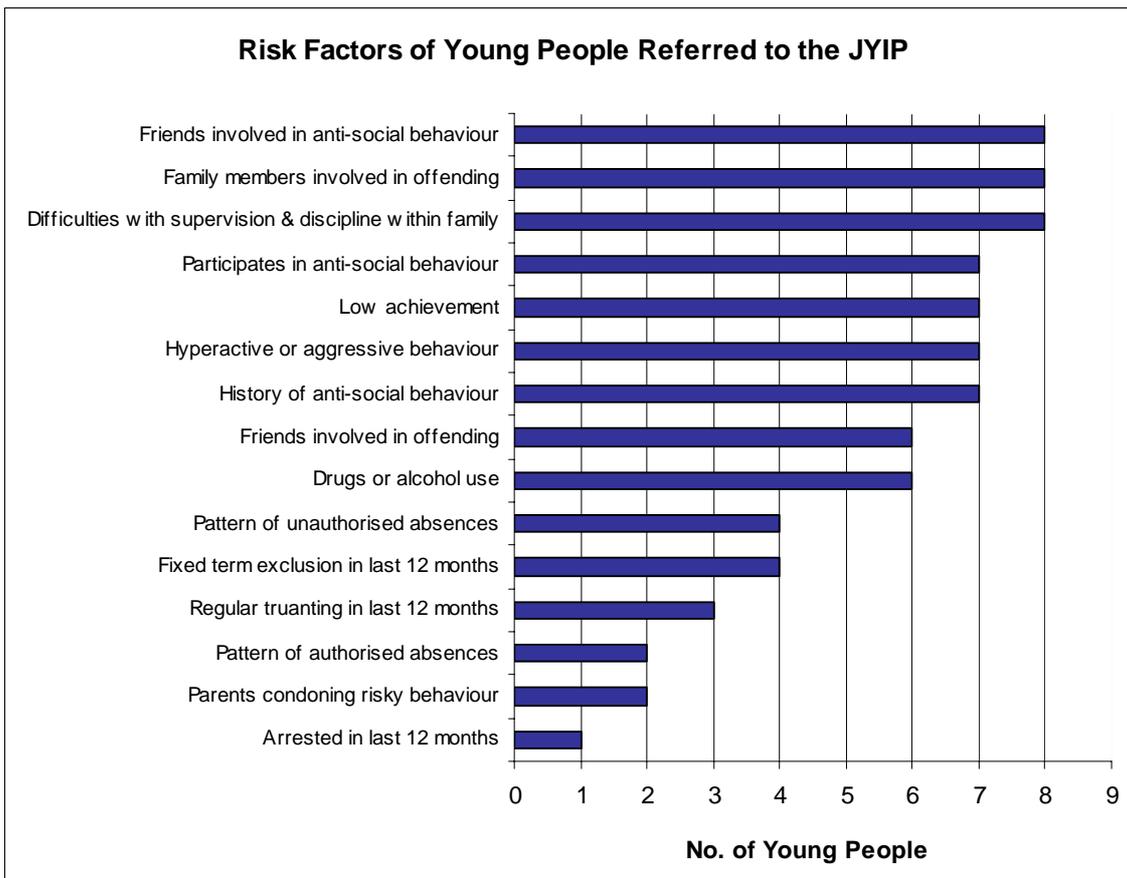


Figure 3.7 Risk Factors of Young People Referred to the JYIP

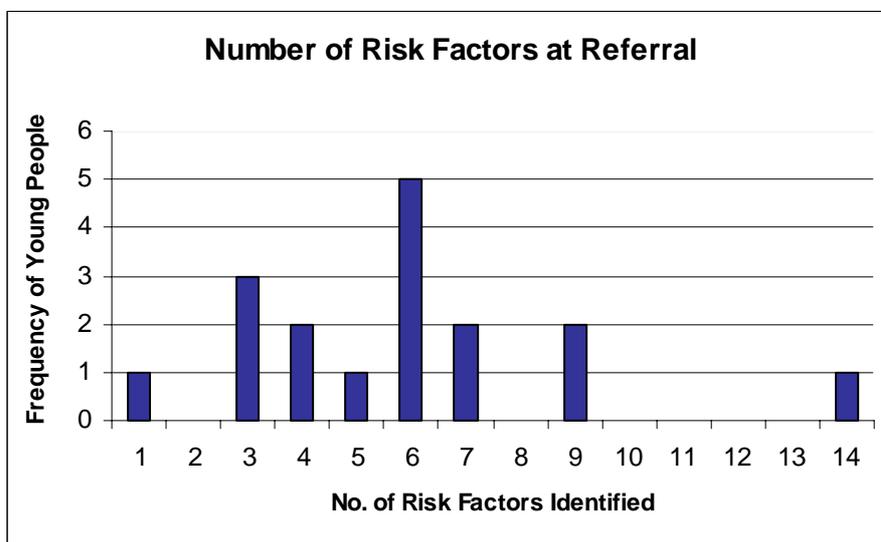


Figure 3.8 Number of Risk Factors of Young People at Referral to the JYIP

4.14 We also looked at the data provided on the referral forms on the risk of future offending and risk of exclusion from school as perceived by the referring agency at the time of referral. Figure 3.9 shows these risks as rated (high, medium and low).

³ Anderson B et al (2001): YJB Research Report on the Risk and Protective Factors for Youth Crime - Prevalence, Salience and Reduction.

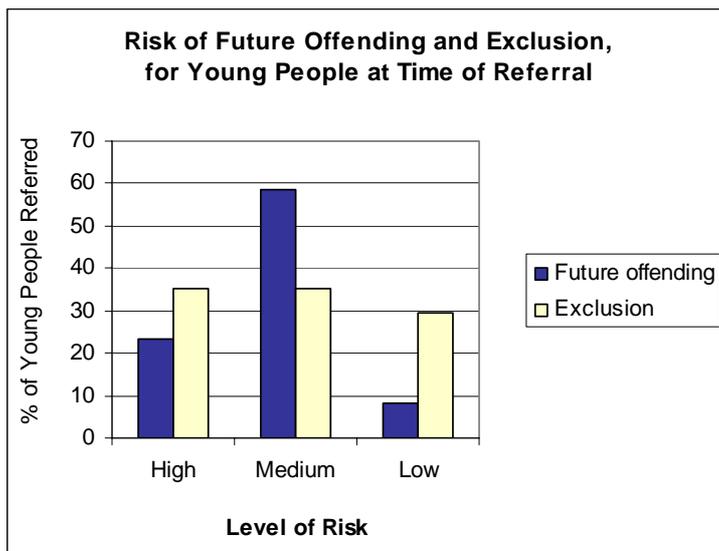


Figure 3.9 Risk of Future Offending and School Exclusion

4.15 Figure 3.10 shows the relationship between these two risks. The matrix contains entries only for those young people for whom both risks were assessed:

		Risk of Offending		
		High	Medium	Low
Risk of School Exclusion	High	3	1	
	Medium	1	4	
	Low		3	

Figure 3.10 Risk Matrix

4.16 This shows that most young people had the same (or higher) risk of offending as school exclusion.

Duration of Interventions

4.17 Figure 3.11 gives the approximate amount of time each young person has spent on the YIP (this includes current young people). The actual duration of intervention may be shorter because, for each young person, the full three months of the Year Quarter in which they were recorded is used to calculate the total (eg someone joining at the end of March 05 and leaving in early April 05 would actually be recorded in two Year Quarters, which would show here as a 6 month duration)⁴.

⁴ For 'time on register' we included periods in between recorded presence, where a young person did not attend for a short while. We have NOT incorporated the stock take data from September 2004, as we do not know how long each young person had been on the register at this point.

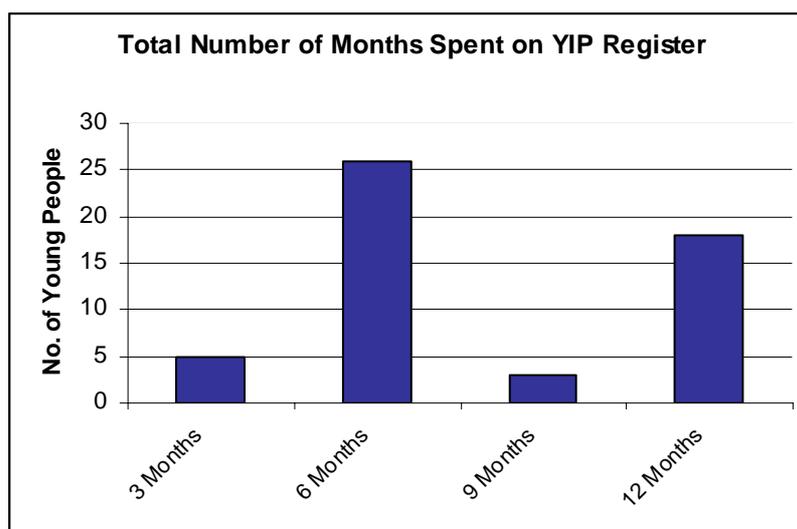


Figure 3.11: Duration of Intervention

- 4.18 We have some concern here that there are a large number of young people who have been attending the YIP for over a year. The average duration of the time spent on the YIP register (including current members) is **8 months**.
- 4.19 We illustrate the pattern of duration in more detail in Figure 3.12 below, which shows the registered attendance **of each young person across** the last year, beginning in September 2004. Again, this shows that there are a fairly large group of young people who have spent over a year attending the YIP. Again there is a tension here between following the management guidance on J YIPs and making a judgement about the most effective intervention for each young person. Given the improvements in attendance identified below, particularly at the secondary level, the longer time spent with the project reinforces the habit of better attendance and is more likely to result in a better outcome at 16+ years.

Figure 3.12: Duration of Time on Register for each Young Person

Young Person number	2004				2005									
	S	O	N	D	J	F	M	A	M	J	J	A	S	
1														
2														
3														
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4.20 We also looked at where young people go to school. Two secondary schools, Feltham Community College and Hampton Community College account for the majority of older young people, while Crane Park and Forge Lane Primary Schools account for the majority of younger children. The J YIP has excellent relationships with all these schools.

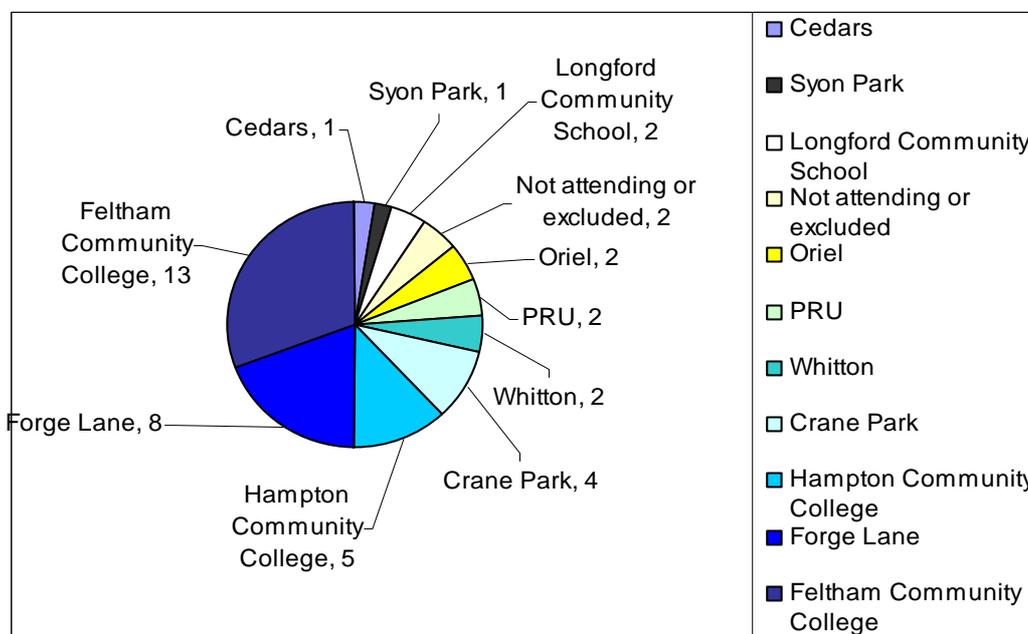


Figure 3.13 Where young people go to school

4.21 We looked at the distribution of children and young people by age and gender across the families involved with the J YIP (see Figure 3.15). Out of 28 current cases there are 19 families involved with 29% girls and 71% boys, this is a smaller proportion of girls than the figures quoted above for all 52 who have been on the J YIP so far, where 38% were girls and 62% were boys. Figure 3.14 below shows that seven families have 16 young people attending, and this concentration is likely to be why agencies are so positive about the project, they can see the benefit to families (and their neighbourhood) not just to individual young people.

Figure 3.14 Family/child distribution	Number
12 families have 1 child attending	12
5 families have 2 children attending	10
2 families have 3 children attending	6
Total	28

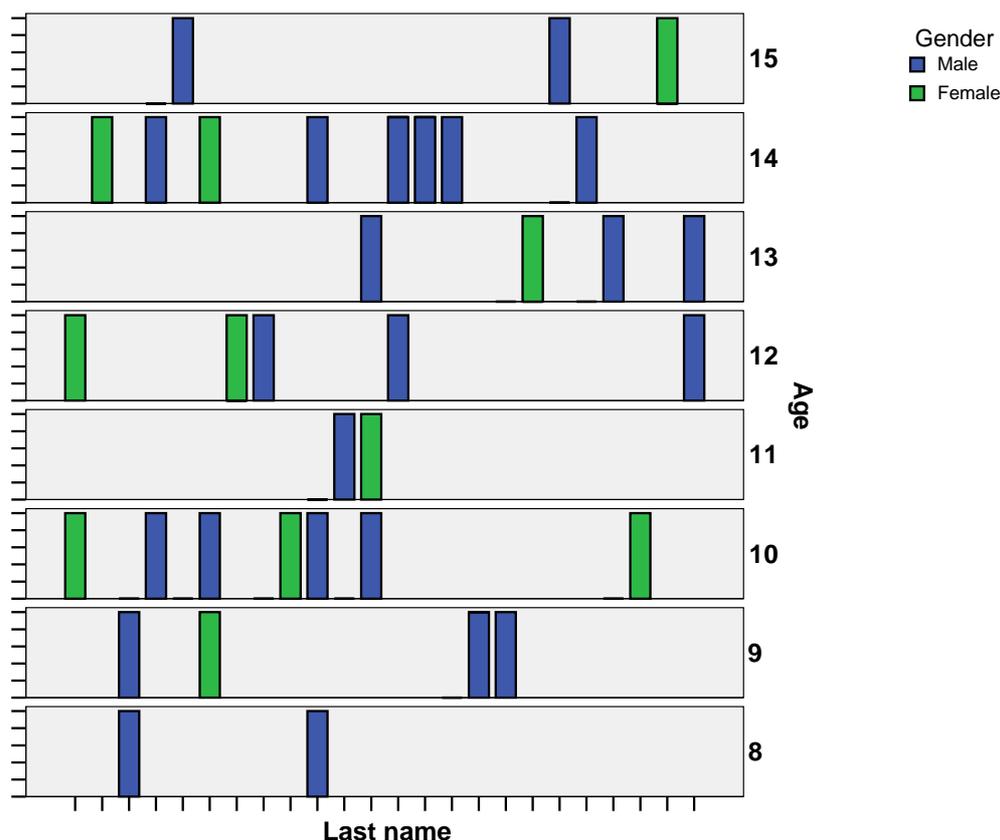


Figure 3.15 Distribution by age and gender across families

Attendance at school

- 4.22 We contacted schools to discuss their perception of the J YIPs effectiveness and asked about any changes in attendance. At the Primary level the picture was mixed with some children showing improvements and others not. Some children also continued to be late for school. At the Primary phase schools also attributed improvements to the initiative in Hounslow whereby attendance is monitored every fortnight and if it falls below 90% immediate contact is made with the parents.
- 4.23 At the secondary level both the main schools, Feltham Community College and Hampton Community College, noted the difference that the J YIP had made to attendance rates. We also contacted the Education Welfare Officers for each school and they confirmed that most of the young people on the J YIP were known to them because their attendance had been below 87% (the threshold for concern). The EWO at Hampton Community College which is in the London Borough of Richmond welcomed the J YIP because recent rule changes by the government meant that her service was now responsible for providing interventions for out of borough young people. She had seen the improvement in attendance, with only one young person making a marginal improvement from a low base. In three other cases the young people had moved from low attendance in Year 9 of between 77% and 80% to not dropping below 87% in Year 10 so far, a significant improvement.

4.24 At Feltham Community College the school attendance officer and the EWS provided us with data which is shown in Figure 3.16 below. 13 students from the College attend the J YIP, of these nine have had poor attendance. The data shows remarkable improvements for seven of the nine young people on the J YIP. One of the students in this group who still has not reached the threshold has nevertheless improved from 57.2% to 78.6%.

4.25 We think these changes are significant, and while we cannot ascribe all of them to the J YIP, the enthusiasm of the secondary schools for the project is a good indicator that they think that the J YIP interventions are making a difference. We think that the emphasis placed on attendance by the project manager, and his willingness to support young people and their parents in negotiations with the school are a major factor in these improvements.

Student on JYIP	Gender	Age	% attendance 2004/05	% attendance 2005/06
Student A	F	13	9.03-9.04 48.4%	9.04-9.05 42.4% 9.05-12.12.05 100%
Student B	M	14	1.9.03-5.9.04 66.5%	6.9.04-4.9.05 94.5% 9.05-12.12.05 96.2%
Student C	M	15	1.9.03-5.9.04 70.5%	6.9.04-4.9.05 94.8%
Student D	M	13	6.9.04-4.9.05 95%	9.05-12.12.05 93.8%
Student E	F	15	1.9.03-9.04 57.2%	6.9.04-9.05 78.6%
Student F	M	13	6.9.04-14.9.05 94.0%	6.9.04-12.12.05 96.9%
Student G	M	15	1.9.03 – 5.9.04 66.8%	6.9.04 – 4.9.05 91.1%
Student H	M	12	6.9.04-4.9.05 83.5%	5.9.05-12.12.05 90%
Student I	M	13	1.9.03-5.9.04 66.8%	9.04-9.05 71.1% 9.05-12.12.05 75.4%

Figure 3.16 Attendance at Feltham Community College for young people on JYIP

5. Discussion

What impact has the JYIP made for young people, their parents and the community as a whole, and how sustainable are these impacts?

- 5.1 As we have shown in both the interviews with stakeholders and with the data the J YIP has had a major impact on the lives of the young people it has worked with. The fact that we have not included any crime data in the data section is an indication of that impact. Since the J YIP began only one young person has come to the notice of the Antisocial Behaviour Action Group, and so far as the police are concerned children on the J YIP have dropped off the radar horizon.
- 5.2 This is why we decided to look at attendance, because if good attendance habits can be sustained over time then young people have a better chance of successful outcomes at GCSE level, and therefore improved life chances. Another aspect of sustainability has been the change in parental attitudes to education, with parents realising how important it is for their children to attend school regularly and to ensure that they are enabled to do so.
- 5.3 The success of the J YIP in engaging this group of young people is considerable, and while it is partly attributable to the ethos created by the programme manager, it is also partly because he has been prepared to keep young people on the programme for longer than is usual with a J YIP. It is interesting to note that one of the most successful projects that we evaluated recently in Bristol also works for a period of six months with young people. As long as all the agencies involved understand the basis on which a longer intervention is being carried out they are likely to support it.

How effective is multi-agency working

- 5.4 we have seen above that while the J YIP is well regarded by the different agencies involved there is a need to spend more time on partnership working and to be clear about referral and data sharing processes. However, there is a very good basis from which to develop because of the good relationships that exist between staff from the different agencies. Of particular note is that the good relationship with the Connexions Service led to them funding holiday activities from the Positive Activities for Young People (PAYP) programme budget.

Are there any important 'unintended consequences' to uncover?

- 5.5 Probably the most important 'unintended consequence' is that by using a community worker approach to developing good relationships with parents, whole families have become involved in trying to improve the lives of their children. This was particularly noticeable in the interviews with parents, many of whom described real difficulties

with their older children who had become involved in crime and several of whom are currently in prison. They felt that the J YIP had offered a way out for their younger children.

Is there good practice which should be shared with others?

- 5.6 The most important aspect of the J YIP, in our view, is the successful establishment of an ethos of trust and respect. It is unlikely that the children and young people involved in the project would begin to change their behaviour unless they came to believe that it was worth it for them and their families. In an area such as Hanworth there are numerous pressures to conform to local norms such as antisocial behaviour, vandalism and drug-taking. It is a measure of the success of the project that the children and young people are not involved in crime while they are on it and that the majority engage with school.

What are the facilitators and barriers to achieving maximum impact on the young people, parents and the community?

- 5.7 By deciding to become involved with a J YIP, Hounslow Action for Youth (HAY) were taking a risk. They had a newly refurbished and high-quality Youth Centre which they wanted to make maximum use of, but the presence of a project that was associated with youth crime might deter other young people from attending. In the event their decision has been entirely justified. They have an excellent relationship with the Youth Service and other agencies and are now in a position where they can establish follow-on provision for young people leaving the J YIP within the Youth Centre. The family and community-based approach that has been used in the J YIP can also be replicated in the wider Youth Centre.
- 5.8 The main barrier is continued funding, although with the success of the J YIP HAY is in a strong position to bid for continuing funds from the YOT. The local authority will also be interested in the impact that the project has had on the two estates, and, given the lack of facilities for young people should seriously consider how to ensure continued funding.
- 5.9 HAY has demonstrated that a well run voluntary organisation can play a crucial role in developing services that meet local needs. They fill an important gap in a poor neighbourhood and deserve the support of the local authority, other agencies and external funders, in order to continue existing projects and to experiment with new ways of engaging local children and young people in constructive activities that meet the new policy environment of 'Every Child Matters'. This aims to improve life chances and increase cooperation between the different agencies involved in work with children and young people.

6. Recommendations

- 6.1 As we have shown the J YIP is a successful intervention in young people's lives. The 'youth work' practice is excellent and gets results. We therefore recommend that it should be enabled to continue.
- 6.2 The programme manager needs to be able to spend more time on developing local partnerships with the different agencies, as well as developing the forward strategy. This strategy would involve both future funding arrangements, developing the J YIP programme, how young people are supported after they have left it, and how it links with other strategies in Hounslow such as Every Child Matters.
- 6.3 HAY needs to re-clarify the purpose of the J YIP steering group. There needs to be clarity about the referral process and the sharing of data. It could then use the steering group as a forum for debate locally, and a focus for multi-agency working in the area.
- 6.4 HAY could consider hosting a workshop or seminar which would provide an opportunity to share the success of the J YIP and to discuss where the project fits into the overall Borough strategy, and the emerging policy agenda of 'Every Child Matters'.

Appendix 1 - Hounslow Context

6.5 Figure 1.1 below shows the area covered by the YIP, which is coterminous with the ward boundary of Hanworth.

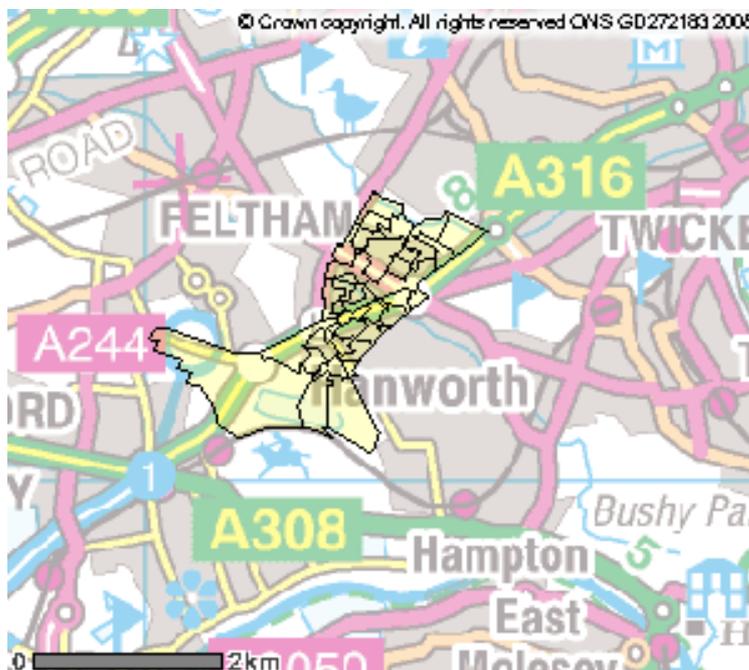


Figure 1.1: Hanworth Ward
Source: Neighbourhood Statistics, ONS

6.6 For the purposes of data collection and analysis, the Office of National Statistics Lower Level Super Output areas that nest within this ward are as follows:

Figure 1.2: Lower Level Super Output Areas for the YIP Area (Hanworth Ward)		
Middle SOA Code	Lower SOA Name	Lower SOA Code
Hounslow 026	Hounslow 026 A	E01002604
	Hounslow 026 B	E01002605
	Hounslow 026 C	E01002606
	Hounslow 026 D	E01002607
Hounslow 028	Hounslow 028 A	E01002608
	Hounslow 028 B	E01002609
	Hounslow 028 C	E01002610

Source: Neighbourhood Statistics, ONS

6.7 The location of these SOAs areas (which nest within Hanworth Ward) are shown in Figure 1.3 below:

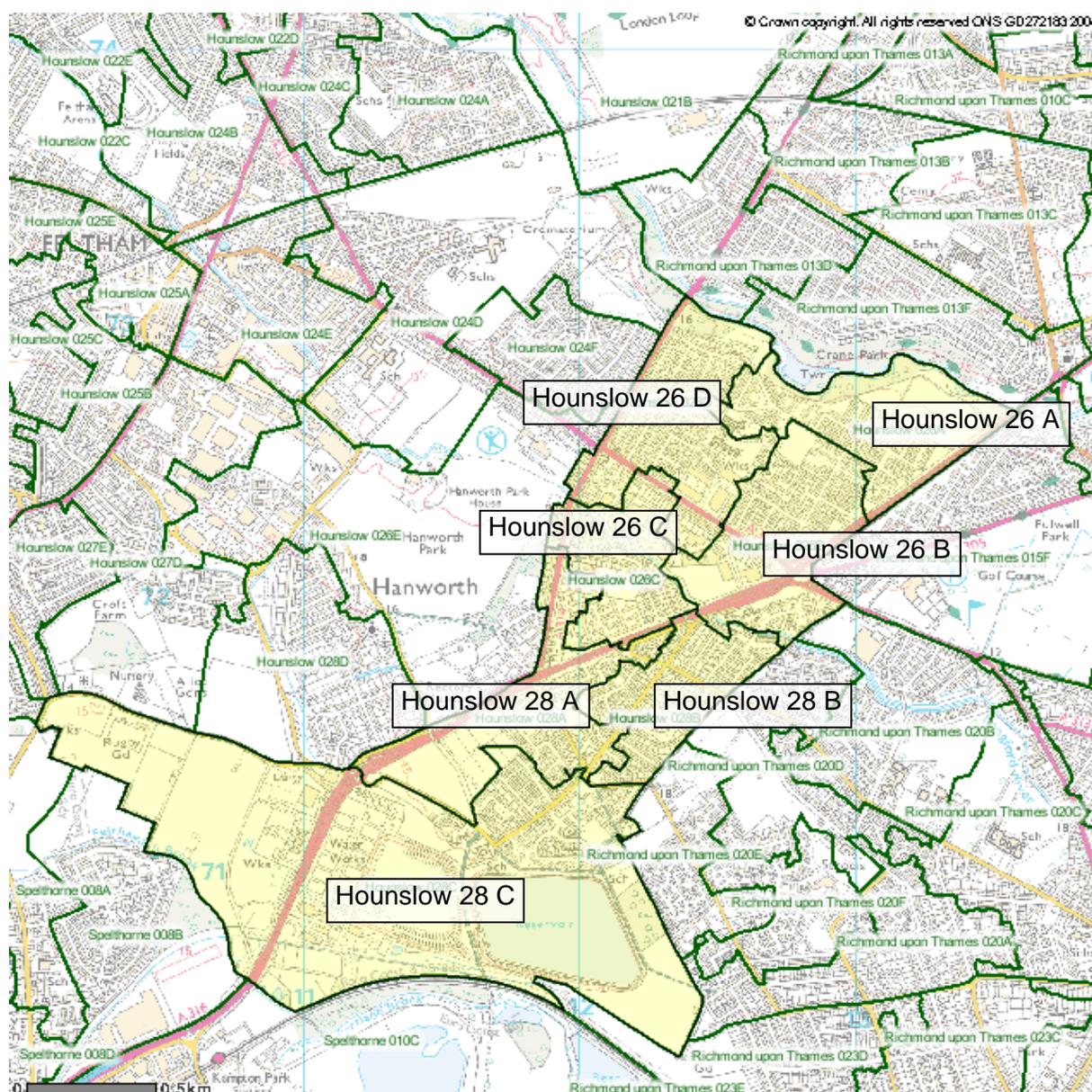


Figure 1.3: Super Output Areas in Hanworth Ward
Source: Neighbourhood Statistics, ONS

6.8 Figures 1.4 to 1.7 below show that Hanworth is experiencing some of the highest levels of deprivation and social exclusion in the London Borough of Hounslow (as well as in a national context for some areas and indicators), which suggests the YIP has been well located within Hounslow. This was also a well supported view amongst those we interviewed.

Index of Multiple Deprivation (IMD)

6.9 This is a score calculated using seven different 'domains' of deprivation, weighted as follows:

- Income Deprivation (22.5%);
- Employment Deprivation (22.5%);
- Health Deprivation and Disability (13.5%);
- Education, Skills and Training Deprivation (13.5%);
- Barriers to Housing and Services (9.3%);
- Crime (9.3%);
- Living Environment Deprivation (9.3%).

Figure 1.4: IMD Score in Hanworth

SOA Name	IMD Score	Rank (out of 32,482 SOAs in England, with 1 being the most deprived)	Rank in Hounslow (out of 139 SOAs)
Hounslow 026 A	49.66	2371	1
Hounslow 026 C	42.96	2773	5
Hounslow 028 A	33.06	6951	20
Hounslow 028 C	29.91	8170	28
Hounslow 026 B	28.79	8673	32
Hounslow 026 D	24.94	10,635	51
Hounslow 028 B	15.68	17,479	108

Source: South West Observatory

6.10 Two of the SOAs in Hanworth come into the top five most deprived areas in the Borough of Hounslow, as well as falling within the worst tenth percentile of areas nationally.

Young People NOT Staying in Education

Figure 1.5: Young People Not Staying in Education

SOA Name	Percentage of Young people	Rank (out of 32,482 SOAs in England, with 1 being the most deprived)	Rank in Hounslow (out of 139 SOAs)
Hounslow 026 D	79.6%	Not available	5
Hounslow 026 A	76.5%		14
Hounslow 028 B	74.6%		18
Hounslow 026 C	74.0%		20
Hounslow 028 A	70.1%		36
Hounslow 026 B	66.7%		46
Hounslow 028 C	60.6%		72

Source: Neighbourhood Statistics, ONS

6.11 No areas in Hanworth have more than 40% of young people staying in education post-GCSE. This compares with the national average of 72.3% in 2003 and points to high levels of social exclusion amongst young people in Hanworth.

Index of Crime

6.12 This measures the rate of recorded crime for four key dimensions of crime: burglary, theft, criminal damage and violence, as these are deemed to represent levels of personal and material victimisation at a small area level.

Figure 1.6: Crime Index in Hanworth

SOA Name	Crime Index	Rank (out of 32,482 SOAs in England, with 1 being the most deprived)	Rank in Hounslow (out of 139 SOAs)
Hounslow 028 A	1.17	2,695	19
Hounslow 026 B	0.72	6,667	54
Hounslow 026 A	0.7	6,819	58
Hounslow 026 D	0.54	8,738	72

Hounslow 026 C	0.53	8,963	73
Hounslow 028 C	0.51	9,209	77
Hounslow 028 B	0.26	12,603	101

Source: Neighbourhood Statistics, ONS

6.13 Hanworth does not rate amongst the worst areas in Hounslow, or the country, for this crime index. However, the area 'Hounslow 028 A' has a crime index in the worst 10% nationally, as well as in Hounslow.

Income deprivation Affecting Children

Figure 1.7: Income Deprivation Affecting Children			
SOA Name	Score	Rank (out of 32,482 SOAs in England, with 1 being the most deprived)	Rank in Hounslow (out of 139 SOAs)
Hounslow 026 A	0.61	779	3
Hounslow 026 C	0.50	2,383	12
Hounslow 028 C	0.45	3,484	17
Hounslow 028 A	0.39	4,996	29
Hounslow 026 D	0.32	7,402	43
Hounslow 026 B	0.31	7,451	45
Hounslow 028 B	0.08	22,671	131

6.14 Income deprivation affecting children is within the worst tenth percentile nationally (and within Hounslow) for both 'Hounslow 026A' and 'Hounslow '026 C' areas.