

Final Evaluation Report

**West Yorkshire Police Inclusion Programme (PIP)
at Brathay**

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The Aims of the West Yorkshire Police Inclusion Programme

The aim of the West Yorkshire Police Inclusion Programme (PIP) was to address the needs of young people who were at risk of continuing with their offending behaviour. A structured intervention was developed and implemented to target a group of young people aged 12- 13 years old who had received a reprimand. The aim of the programme was to offer a personal, social and educational development experience that would reduce the levels of criminal activity within this target group. This would then lead the young people to become more aware of themselves, others and the community in which they lived. Overall, the programme was aiming to increase the opportunities for the young people to access their potential and increase their ability to take a responsible approach to their behaviours in a wide range of settings. Importantly, it would also serve to break down the geographical and cultural barriers that exist in West Yorkshire, promoting a more respectful attitude to all who live and work there. The programme consisted of three phases, each lasting 6 months and each consisting of a week residential programme at Brathay Hall Trust.

Young Peoples' Response to PIP

It is evident that PIP provides activities to distract young people away from crime. These activities seem to be leading to other behavioural changes. For example, attending school and building wider peer support networks. It is also evident that the intervention is tackling the process of reducing crime, as the young people feel less tempted to commit a crime. The young people have responded positively to PIP in the following ways:

- They have demonstrated motivation for participation in activities during the non-residential and residential components;
- They have demonstrated motivation for attendance on PIP on a regular basis;
- They have developed more positive attitudes towards the Police and Police officers;
- They have taken more responsibility for individual actions, leading to a re-engagement in education for some of the young people;
- They have changed their behaviour, which has then led to a reduction in criminal activity.

An Overview of the Approach

A partnership approach between three agencies proved successful in being able to offer a programme that could address the needs of reducing criminal activity in this age group. A long-term programme was an essential feature of this, along with the opportunity for young people to experience successful achievements through participating in challenging outdoor activities and obtaining certificates for courses completed. The ongoing contribution by the Police Officers was a key factor in the young people being able to change their attitudes towards the Police. This allowed them to see the Police as a source of support rather than a threat to them. The ongoing delivery of a structured programme at the Bradford Police Club for Young People between the residential phases was a key factor in maintaining the motivation for the young people and building a support system for them in their home communities. It was also key in offering educational opportunities for the young people, capitalising on the motivation and positive experiences from the residential programmes. The provision of residential programmes at different phases of the long-term programme

provided the young people with opportunities to experience success, to develop stronger peer relationships and build upon the development experiences from the weekly sessions in Bradford. Internalisation of achievements was facilitated by the use of certain outdoor activities and the young people responded well to a progressive approach to increasing the level of challenging experiences.

Conclusion

The PIP programme had a positive impact on specific dimensions related to reducing the risks of young people offending. This includes successfully:

- **Providing crime diversionary activities for young people in West Yorkshire;**
- **Motivating young people in West Yorkshire to do other things than commit crime;**
- **Developing more positive attitudes towards the Police and learning to respect and trust Police officers;**
- **Challenging negative patterns of self-belief in young people in West Yorkshire;**
- **Re-engaging young people in West Yorkshire with education;**
- **Breaking down geographical and cultural barriers across West Yorkshire.**

Overall PIP responded positively to the needs set out in the Ousley Report (2002).

1. It provided opportunities for young people in West Yorkshire to begin to fulfil more of their potential and recognise more of their abilities.
2. It also enabled young people to develop more confidence and respect for others, whom they initially saw as different to themselves.
3. In conclusion, PIP was successful in providing a programme which reduced the risk of young people re-offending after a first reprimand. It has been successful in delivering a crime diversion intervention programme.

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1 Introduction

1.1 Aims and Objectives of the West Yorkshire Police Inclusion Programme

The aim of the West Yorkshire Police Inclusion Programme (PIP) was to address the needs of young people who were at risk of continuing with their offending behaviour. A structured intervention was designed to target a group of young people aged 12- 13 years old who had received a Police reprimand. It was intended that a programme of personal and social development would enable this group of young people to become more aware of themselves, others and the community. This would provide a process of supporting young people to reflect upon their offending behaviour, change certain behaviour patterns and reduce their levels of criminal activity. This was coupled with a process that enabled them to develop more self-awareness and feel empowered as they started to consider a future that was aimed towards achieving their potential, rather than continuing a cycle of offending behaviour. This programme consisted of three phases, each lasting 6 months and each including a residential programme at Brathay Hall Trust.

1.1a Aims of the West Yorkshire Police Inclusion Programme

- To intervene in the offending cycle of behaviour for young people aged 12-13 years old who have been reprimanded, by providing a process of personal and social development in a social learning environment.
- To provide a process of social inclusion and citizenship education for young people in Bradford.
- To forge healthier relationships between West Yorkshire Police and the young people of Bradford.

1.1b Objectives of the West Yorkshire Police Inclusion Programme

- To involve all participants in the designing of opportunities for personal and social development through an integrated and progressive series of events.
- To forge and develop relationships with others from similar and differing areas of Bradford.
- To explore what offending behaviour means in meeting individual needs.
- To increase an ability to actively reflect on their own individual behaviours.
- To develop a level of self-awareness that takes into account the impact of behaviour of other people in the community.
- To increase individual levels of social interaction and ability to function within a group setting.
- To evaluate personal skills and produce action plans to develop these further.

2 The Evaluation Methods used During the Residential Programmes at Brathay

1.0 Observation

The researcher intermittently accompanied, as appropriate, various parts of the programme development phase and residential programme at Brathay Hall. The researcher also drew upon the observations of the Brathay trainers and the workers from the Bradford Police Club for Young People (BPCFYP) to draw out key issues about the development processes the young people had engaged in. The purpose was to observe the implementation of the residential course, to start to explore what personal development meant for each young person and to prepare the ground for the development of evaluation tools. The researcher observed the course and recorded information, both on the young people and the programme itself. These observations were then used in dialogue with the Brathay course director and were used as data in comparison to data collected across all phases.

1.0 Interviews with Delivery Staff

The researcher took available opportunities to interview and dialogue with different people involved in the course delivery. The researcher used open-ended trigger questions to informally interview those involved in the course. These interviews were an embedded part of the review and planning meetings, thus enabling opportunities to ask open-ended questions to all involved.

The informal interviews with the Development Trainers were chiefly focused on their theories-in-use and the intended impacts of the residential programme; those of the Police Officers in the Community Safety Team were mainly concerned with the benefits and changes they noticed in each young person and how this would be of use back at home. In addition, some developmental information about the changes to the programme was gathered from those delivering the programme.

At the early stage of the intervention there was no intention to interview any of the young people on the programme. In terms of the young people's development it felt important that at the initial stage of the intervention the emphasis needed to be on them participating in the programme, rather than reflecting upon their experiences in depth. This coincided with the aims of the first residential process and the progressive nature of personal development. As noted by a Brathay Trainer, the first residential course at Brathay was about enabling the young people to have opportunities to achieve – it was not necessarily about reflecting in depth what these achievements meant for them individually or the impact of experiencing them. The researcher needed to take this issue into account when approaching the observation of Residential One.

1.0 Interviews with the Young People

These were undertaken near the end of Residential Two at Brathay and were completed in the style of a 'Big Brother diary room'. The young people were invited into the Big Brother diary room in pairs. The researcher acted as the Big Brother diary room voice and was hidden behind a screen. The interviews were video recorded for further use with the young people and a record of the interview transcripts was used for ongoing evaluation analysis.

The interview technique of using a Big Brother diary room proved valuable as all the young people were motivated to be interviewed and they responded well to the process of interviewing. It made the interview process accessible and relevant to them and was integrated within the residential programme. This reduced the research process being experienced by the young people as just an 'add onto' practice – a situation that can easily emerge when conducting research.

The young people also completed one-to-one review interviews at the end of Residential Three. These were completed by all young people and they were managed by either a Police Officer, a worker from the Police Club, a trainer from Brathay, or researcher from Brathay. The young people were asked similar questions. These questions included:

- What was the best part and worst part of PIP?
- What have you learnt / got out of, if anything, from PIP?
- Why would you do PIP again?
- What's different for you, if anything, as a result of being part of PIP?

2.4 Documentation

A number of documents were collected during the residential. These include information on the course programme and daily residential logs completed by the young people. The daily logs were particularly useful. They could be used to gain a greater insight into the young people's achievements and development on a daily basis. Also, the log of how young people experienced themselves in relation to their own 'comfort zones' assessed a key theory in action of outdoor experiential learning – that is the likelihood of psychological change is increased when people experience themselves outside of their comfort zones as cognitive dissonance requires self-reassessment. The use of these logs also raised issues as to how research tools could be developed as an integrated component of the development process in action during the residential.

3 Emerging Issues Related to the Young Peoples' Personal and Social Development and the Provision of PIP

A range of data has been collected in relation to the residential and ongoing programme. The key themes to emerge from an analysis across all three phases includes:

- Motivation for participation in activities during the residential and attendance on PIP;
- Developing more positive attitudes towards the Police;
- Changing behaviour;
- Group Cohesion and Social Safety;
- Taking Responsibility for Individual Actions;
- Overall Benefits for Young People.

1.0 Motivation for Participation in Activities during the Residential and Attendance on PIP

3.1a Motivation for participation in activities on the residential

The residential served to impact upon young people's motivation. At the end of Residential One "they wanted harder ghyll scrambles, and wanted bigger physical challenges" (Brathay trainer). This reflects an increase in motivation and a willingness to engage in challenging activities. It was also evident that as they wanted to participate in the activities this, consequently, challenged behavioural norms within the group. A Brathay trainer noted that there was "more self-regulation of the big group towards the end of Residential One. For example, when waiting to get everyone's attention the call for attention would come from the group – that happened more on the Sunday."

The following account by a Brathay trainer illustrates the way in which 'challenge' impacted upon young people being motivated to participate in activities.

In private, one-to-one conversations, each delegate said they felt that they had challenged themselves, or "faced their fears", to use their words. Near the end of the programme, all but one young person was willing to admit this publicly and reflect that this was a worthwhile thing. The one who claimed not to have done so was immediately challenged by his friend, to explain why he did not "go as far as you said you would", on one particular activity. This was a powerful moment. It was not an aggressive challenge (as had often been the nature of interactions between the delegates), but rather a matter-of-fact one. It was met with silence from the individual and what seemed to me to be a slow, reflective smile....an unusually non-combative response from one of the most difficult to reach young people. It was all the more powerful because it captivated the essence of a shift in the group dynamic over the weekend, from provocation and baiting, to support by challenge.
(Brathay trainer: Oct, 2003 Residential Three)

During the residential there was a high degree of participation in the activities and high motivation for the physical challenges. The self-regulating process that developed within the group was illustrative of the way the group challenged their own behavioural norms.

The young people consistently demonstrated motivation for participation in outdoor activities. The need to utilise and build upon the motivation illustrated by the young people's request for a longer and harder residential was identified as an issue for the second residential. This was achieved during Residential Two. The level of challenge was then increased further during Residential Three. It was evident at the end of the long-term PIP programme that many young people would have lasting memories of the outdoor activities. For many of the young people it seemed that by participating in outdoor activities they overcame their fears

and did things that initially they didn't think they would be able to do. The following quotes from interviews with young people during Residential Three are illustrative of this:

Young Person: *"I surprised myself when I did a 2 mile walk to the hut and the weather was really bad but I still had the energy to walk that far."*

Young Person: *"My best moments where the ghyll scramble. It was hard in parts. I thought I might get washed away. It was a bit scary. I enjoyed the caving. I thought I'd not get out but I did. I like a challenge. I did things I thought I couldn't do. I prefer to be together as a group – you feel safe."*

Internalisation of achievements was facilitated by the use of certain outdoor activities. The caving activity on day three of Residential Two gave young people an opportunity to not only experience success, but also to internalise this success. The mood of many of the young people had changed at this point of the residential and when asked to reflect upon what they thought they had done well, many referred to completing this activity. This activity highlighted the need to change embedded self belief patterns of the young people. It became evident in conversations with young people that some of their self-belief patterns were clearly operating within the boundaries being defined by their social and cultural environment. For example, "I will always live on the housing estate I live on as the rest of my family have and I will be unlikely to work". It is striking that these patterns are well established at the age of thirteen years. It suggests the real need for earlier intervention work, especially prior to the developmental stage of adolescence. It raises the question of how strongly certain self-belief patterns are held. Further, it asks how the maintenance of, or changes in, these self-belief patterns are key to young people either continuing with offending behaviour or abstaining from offending behaviour. What specific self-belief patterns operate as part of an offending identity? These are central questions in tackling the social and environmental factors in which offending behaviour is situated.

3.1b Motivation for Attendance on PIP on a Regular Basis

Attendance on PIP was high and all young people attended most weeks, with exceptions of ill health. As stated by one Police Officer "young people always look forward to being here. For example, one young person phoned me and asked me what time the meeting was on the Wednesday to ensure they were not late". This suggests motivation for participation. It also reflects the relationship built upon between the young person and the Police Officer, as the young person felt able to call the Police Officer to obtain this information. It also suggests that the PIP intervention provided crime diversionary activities as the young people attended the programme on a regular basis. However, a serious issue arose in terms of recruitment for the programme.

What is evident from the residential courses and the weekly interventions is that a key issue of the PIP intervention was to increase young people's motivation for participation in crime diversionary activities. It seems that if levels of motivation for participation are increased this will provide the platform from which wider personal and social developmental agendas can then be worked towards. The concluding interviews with the young people during Residential Three highlighted how attending PIP had reduced the risk of them re-offending. For example, one young person stated "I got something out of PIP instead of just being bored all the time" and another young person stated that PIP meant he had "stuff to do, not hanging on the street". Another young person stated that, "it was worth coming here because it kept me out of trouble".

3.2 Developing More Positive Attitudes Towards the Police

A stated aim of the PIP intervention was “to forge healthier relationships between West Yorkshire Police and the young people of Bradford”. The need to acknowledge and build upon the trusting relationships between the young people and Police officers was identified as an ongoing issue in Evaluation Report 1. It is evident that the building of relationships between young people and the Police Officers in Bradford was achieved and built upon as the programme progressed.

After Residential One the researcher asked the Police Officers in what ways their relationships with young people had felt any different following the Residential. One Police Officer commented how the young people “have opened up more gradually – it has given insight to who we are as adults. And you can do more in 3 days than you can in 6 weeks in building these relationships”. There was also an incident on the residential course one between a Brathay Trainer and a young person that was resolved as a result of a supportive and trusting relationship between a Police Officer and a young person. The young person responded to the Police Officer from his district in a way that made it possible for the situation to be resolved. It seemed very unlikely that at this point in time the young person would have let anyone else get close to him.

The interviews completed with the young people during Residential Two reinforced the notion that the young people’s attitudes towards the Police were changing. As stated by one young person,

“I thought most of them [Police officers] were pigs, but they are not They are alright; they are more like human beings now”.

Most of the young people interviewed identified that significant changes had been made in relation to how they regard Police, as illustrated in the following dialogue with a young person:

Trainer: *“So what was your attitude to the Police before PIP – I will just ask each of you first. Was it very bad, bad, indifferent, good, or very good.”*

Young Person: *“Very bad.”*

Trainer: *“Very bad. How is that now?”*

Young Person: *“Very good.”*

The change of young peoples’ attitudes towards the Police helped the young people to see how they could gain confidence and respect for people who they initially thought were very different from them and a threat to them. This was achieved as a result of the young people spending long periods of time in non-residential and residential settings with Police Officers and young people from different geographical areas in West Yorkshire. The following quote from a young person at the end of Residential Three illustrates this change in attitude:

Police Officer: *“How do you feel about working so closely with Police Officers?”*

Young Person: *“I ain’t bothered ... I wouldn’t have done this a few months ago...”*

Police Officer: *“Why?”*

Young Person: *“Because I thought they were all dick heads.”*

Police Officers: *“So what’s changed?”*

Young Person: *“Being with you a lot.”*

3.3 Changing Behaviour

The changing behaviour of the young people and its links to reductions in criminal activity is evidence of the ways in which the PIP programme has achieved the aims and objectives it has set out to achieve. The young people demonstrated changes in behaviour in a variety of areas. Examples of these and their links to the overall aims and objectives of the programme are discussed below.

During Residential One a Police Officer stated how for one young person,

“the only time he behaves himself is when he is on the PIP scheme – this suggest s this is working – even though he has been locked up he has not re-offended and he is out all hours”.

This highlights how a young person is being supported in changing his behaviour. It also suggests that some underpinning cognitive decision process has occurred by which he has made some decision – whether conscious or unconscious - not to re-offend. A worker from the Bradford Police Club for Young People states of another young person that:

“His only consistency is PIP – he would go off the rails without PIP. Target group is correct and succeeded in accessing the right group ... if he only behaves one day a week better than no days”.

This again gives evidence that the programme served to be successful in providing a form of crime diversion activity for the young people. Obviously, the integrated personal and social development within such crime diversion activities will be an essential feature of PIP’s long-term success. Yet, it seems that motivation for participation was achieved and thus the platform for high impact personal and social development processes was developed throughout the long-term programme. It is clear that the approach taken during Residential Three reflected the ability of the young people to act responsibly at a level that would not have been evident in during the first residential phase.

It is evident that PIP provided activities to distract young people away from crime. These activities seem to be leading to other behavioural changes. For example, attending school, as stated by one young person in an interview,

“before I came on this course I used to knock off and that and wouldn’t go to school everyday and now I have started to go to school all the time.”

Clearly, this young person’s participation on the PIP programme directly led to him attending school more regularly. In the final interviews with young people at the end of Residential Three, other young people also commented on how it had impacted upon them re-engaging in education. The following statements are from some of the young people in response to the question ‘what was different for them, if anything, as a result of PIP?’

- *I don’t mess about as much and I gained some certificates.*
- *It was worth coming, because of friends and things I’ve achieved.*

- *I've learned new stuff.*
- *It made my attitude better.*
- *I got certificates.*
- *I have done things I thought I couldn't do.*
- *It has got me back to school.*
- *Seeing consequences more clearly.*
- *Going back to school – get better education, get first aid certificate, good at computers.*

It is evident that for some young people the gaining of certificates was an important step towards re-engaging in education. It is clear that the opportunities to gain certificates are an important feature of the long-term PIP programme. The delivery of PIP in West Yorkshire needs to be commended for ensuring that the achievement of certificates was made available for the young people as part of the ongoing programme.

Upon completing the residential it was evident that certain behaviours that can be linked to an increase in self-esteem, e.g., speaking out more in the group, had been achieved for some of the young people. One Police Officer stated how “a young person very rarely spoke in the group before the residential course. The residential completely opened the floodgates – you can't shut him up now. He became different on the residential and has never gone back”. Another training officer also noted how “one young person had changed dramatically when on the residential and became more arrogant, obnoxious and loud, however, when he returned to Bradford he went back to his old self of having no self-confidence”. This suggests that the residential environment enabled the young person to behave differently and feel more able to express himself in different ways. Being loud and arrogant when normally quiet and unspoken suggests experimentation with new behaviours. Although these behaviours may appear to be negative they have a positive quality in terms of the young person being able to express himself when normally he is somewhat withdrawn. Further, a stark difference between the young person's behaviour during the residential and the young person's behaviour back in his everyday environment does suggest that the residential experience had an impact and affected the young person's experience of himself.

For some young people the transfer of behaviour changes back into the PIP weekly intervention was evident. A Bradford Police Club for Young People worker noted that certain individuals talked considerably more after Residential One than they did prior to Residential One. This behaviour change was then evident when the young people were producing the video about the residential programme back in Bradford.

Accepting themselves for who they are rather than what the social and cultural norms dictate would seem to be an important process for young people who participate in criminal activities. This is because self-acceptance, in part, becomes based upon an ability to be successful in criminal activity; acceptance of self outside of criminal activity is likely to be difficult for some young people to internalise. Thus, the activities on the residential provide an opportunity for the young people to risk participating in non-criminal based activities enabling them to feel 'OK' and feel good about themselves irrespective of what their latest criminal success/achievement was.

Given the high level of a 'ridicule dynamic' within this group it became clearer as the residential phases continued that it didn't matter if the young people didn't do the activities. Rather, it was having a go at the activities that became valued. This suggests a move towards developing motivation to explore personal boundaries through participation in activities. In turn this suggests a greater level of self-acceptance.

1.0 Group Cohesion and Social Safety

Group cohesion and social safety emerged as a key issue during Residential One as a result of young people coming from three different areas in West Yorkshire. PIP recruited from North Bradford, South Bradford and Keighley and it is evident that the perceived cultural differences between these locations added a dynamic to the group development process. Further, it became clear that placing a residential immediately after a summer holiday break of six weeks was problematic as the group had become somewhat fragmented and behavioural norms had started to regress to old patterns. As was reported by a worker at the Bradford Police Club and Police Officers, “the two PIP sessions prior to the residential had been characterised by lower levels of co-operation, listening quality and mutual support. As a result of this, the group dynamics changed – essentially regressing to a point where there was less integration across the three district groups than had been evident in July, before the break”. It was questioned as to how this then affected the high impact work that could be achieved during the residential phase. Thus, an outcome recommendation is not to run a residential immediately after a holiday period and also to sustain weekly interventions across holiday periods in order to support processes of behavioural change. The levels of group cohesion continued to be maintained during Residential Two and Residential Three. This was particularly evident in the high level of challenge activities in which the young people participated.

As a result of the above issue an added objective for Residential One became “to develop acceptable levels of group cohesion”. It was evident that this aim was achieved at the end of the residential and that this was an issue that had in fact seemed difficult to address on the PIP intervention in Bradford. As stated by a Police Officer, “the young people started to talk to different people from other areas on the residential. This was something that hardly ever happened prior to the course”. It seems, therefore, that the residential course had provided an important opportunity for building group cohesion as an essential feature of the longer-term PIP intervention.

An element of group cohesion can be linked to the level of social safety present within a group. Also, for this client group feelings of social safety will impact upon how they engage in personal and social development processes. One could expect that social safety is easily threatened in their everyday environment and is a dynamic feature of the cultural environment that precipitates criminal activity. Thus, exploring this concept in the context of PIP and its relationship to achieving the aim of reducing re-offending is an important research question.

In terms of the development of social safety in Residential One a Brathay trainer reflects how “safety in the group moved from 3 – 5 during the weekend. But I’d expect it to be back at 3.5 on Wednesday”. This suggests that the level of social safety increased to some degree throughout the residential. This highlights how the novel environment of a residential can alter young people’s experience of social safety. It seems reasonable to expect this to be higher on the residential as it is an environment that is relatively uncontaminated with many of the social and cultural dynamics of their home environment. As was reflected by the Police officers, “trust was gained together on the residential”. The general attitude from the young people became “I am helping you so don’t muck it up”. This highlights a way in which the development of social safety occurred within the group. When this theme was explored further with the Brathay trainer, he offered the following comment as a rationale for estimating that the level of social safety would drop to 3.5, only three days after the residential;

“young people have suffered – it has taken 13 years to get where they are at. These patterns of fear and disappointment are foreground. So the aim of the residential is about challenging the young peoples patterns of fear – the fears on the residential

are concrete – so they can face fear in the here and now tolerate this, experience themselves in this and accept the fearful part of themselves”.

The process of challenging these foreground experiences of fear and disappointment would seem to underpin much of the personal and social development processes that the residential process is trying to achieve. Given the challenging nature of the activities used, it seems the residential experience has much to offer in addressing young people’s personal fears and enabling them to accept the parts of themselves that they seem fearful to accept. For example, it may be that a life without participation in criminal behaviour may actually be fearful for them. This is because they are moving away from a cultural and social norm and although they may want to choose to participate in crime diversionary activities, it will be a process that will inevitably challenge aspects of their identity. For example, to be motivated to learn new things and developing more belief in their capacity to learn. The ways in which developing self-worth correlates to increasing the young people’s learning capacity seems to be a relevant agenda for the residential experience. Further, the ways in which outdoor activities are used to positively impact upon how young people perceive their learning capacity is relevant to the PIP residential intervention.

3.5 Taking Responsibility for Individual Actions

At the beginning of the residential when all the young people were together in one group they wanted to undermine others and destroy the group potential. This reflected a process of the young people sabotaging their own learning and perhaps illustrates a strategy of self protection for low levels of self-worth. However, as the weekend progressed the group became more functional and the young people took more responsibility for challenging those who were in effect trying to sabotage the process. As a Brathay Trainer stated, “there was a reduction in the amount of provocation and baiting: At times this changed during the residential, thus the young people became more aware of the impact of their behaviour on other young people”.

Some of the young people also seemed to be able to take more responsibility for their actions back in their home environment. A Police Officer reflected upon a young person stating how “his behaviour has improved so much since he started. For example, there was an incident in the minibus in Bradford. Two weeks later he came back and apologised and admitted he was wrong to the Police Officer”. This incident illustrates an outcome of taking more responsibility for individual behaviour and also the building of relationships with the Police Officers. It reflects increased levels of motivation for participation and a raised awareness of the consequences of individual behaviour. In the interviews during Residential Three, young people commented that their behaviour had changed and that they now had ‘better attitudes’.

Other relevant behavioural changes can be related to young people participating on PIP. As identified in the Evaluation Report 1 there was some evidence to suggest that some underpinning cognitive decision process occurs by which young people determine – whether consciously or unconsciously - not to re-offend. It was stated in Evaluation Report 1 that the choices young people make about participating in criminal activities should be investigated further in interviews with young people. The following part of an interview with two young people during Residential Two begins to illustrate the link between the changing patterns of offending behaviour as related to participation on PIP.

Kaye: *Do you feel tempted to break the law?*

Nigel: *Yeah*

Kaye: *What happens, do you break it or not?*

Nigel: *Most of the time I just break it ...*

Kaye: *Why's that?*

Nigel: *But now I have come on PIP I don't anymore*

Kaye: *Why don't you now on PIP?*

Nigel: *Because I know you can get in a lot a lot a lot of bother.*

Simon: *And you can get chucked off the course.*

Kaye: *And you get kicked off the course?*

Simon: *Yes, I have re-offended since I have been on the course.*

Kaye: *So you have re-offended since you have been on the course.*

Kaye: *You have or you haven't.*

Simon: *I have*

Kaye: *And how many times have you re-offended?*

Simon: *Once*

Kaye: *So would you feel tempted again?*

Simon: *No*

Kaye: *No, why not?*

Simon: *Because*

Kaye: *Because why?*

Simon: *I don't want to.*

Kaye: *Do you feel PIP has given you something else to do?*

Simon: *Yes*

Nigel: *Yes it has.*

The interview above gives evidence that the intervention had tackled the process of reducing crime, as the young people felt less tempted to commit a crime.

It is also realistic to expect that stopping re-offending behaviour may not be immediate and that this process needs to be viewed in terms of reductions over a longer period of time.

This supports the need identified in the Evaluation Report 1 that a key issue of the PIP intervention was to increase young people's motivation for participation in crime diversionary activities i.e. as stated by a young person "you get chucked off the course if you re-offend". During the interviews at the end of Residential Three, other young people made similar comments. For example, "*it was worth coming here because it kept me out of trouble*", and "*the Police can be OK, not been in trouble since the start of PIP*".

3.6 Overall Benefits for the Young People

The young people gained a range of benefits from participating in PIP. When asked a range of questions at the end of the third residential, to ascertain what they had learnt from PIP and what was valuable about their experiences, it was clear they had benefited. The quotes below are direct statements from the young people having been interviewed on a one-to-one basis with either a trainer or a Police Officer. These statements illustrate the ways in which the young people reflect upon their experiences of PIP at the end of the full programme.

Reflections on the Young Peoples' Experience of the Residential:

- It made me feel happy and comfortable with stuff and felt great.
- Trying all the activities helps me to keep trying.
- I surprised myself when I did all the tasks.
- Conquering my fears.
- I did things I thought I couldn't do.
- Best moments: many of the outdoor activities.

Reflections on What the Young People Learnt:

- To keep trying.
- The consequence of taking drugs.
- Health and Hygiene.
- Got certificates.
- Learning to help others.
- Learned new stuff.
- Writing getting neater.
- Getting to know people you can trust and that they are your friends.
- Helps me to keep trying out difficult things like school.
- Staying in PIP was hard, I surprised myself.

Reflections on What the Young People Saw as Different for Them and What They had got out of PIP:

- I don't mess about as much and I gained some certificates.
- It was worth coming because of friends and things I've achieved.
- Got something out of PIP instead of just being bored all the time.
- Keeps you fit, you get satisfaction.
- Meet new people, friends who I will keep in touch with.
- Stuff to do – not hanging on the street.
- Made my attitude better.
- Got certificates.
- I have done things I thought I couldn't do.
- It has got me back to school.
- Seeing consequences more clearly.
- I am helping in the summer on the Police scheme.
- It was worth coming here because it kept me out of a lot of trouble.
- Going back to school – get better education, get first aid certificate, good at computers.
- Meeting new people, not being in trouble.
- Police can be OK, not been in trouble since start of PIP.
- The PIP programme was helpful because it has helped me with my behaviour.
- The Police people have helped me.

It is clear from the statements above that the PIP programme has given the young people opportunities to experience themselves more positively. Four benefits, as stated by one young person, illustrate the main outcomes for many of the young people. When asked 'what he had got out of PIP?' this was his response:

1. I learnt new stuff – rock climbing and canoeing;
2. I got certificates – first aid and drugs awareness;
3. I met new people, friends who I will keep in touch with;
4. The Police can be OK, not been in trouble since start of PIP.

From the interviews with other young people these four outcomes sum up well the key benefits of the young people participating in PIP. It can easily be concluded that the main benefits for young people participating on PIP were to:

1. Learn new skills;
2. Be successful in educational achievements;
3. To widen their peer network across different geographical and cultural areas of West Yorkshire and to become more respectful of difference;
4. To change attitudes towards the Police and to stop criminal offending behaviour.

It is important to note that opportunities to mix with other young people from different areas of West Yorkshire were a key ingredient in addressing issues relevant to social and cultural agendas in West Yorkshire. As one young person stated "I surprised myself with being friends with the Keighley lads". This building of friendships across different geographical areas and across different cultural backgrounds is significant. The Ousely report (2002) stated that there was not only "a need for young people in the Bradford district to fulfil their own potential talents and abilities" but also that "at the same time they would engage and interact with all people who are different from themselves with growing confidence and respect". It is clear that the PIP programme has been successful in working towards this stated need. The bridging across three different geographical areas in West Yorkshire and across some different cultural backgrounds was a part of this process. Furthermore, the change of attitude in many young people toward the Police helped the young people to see how they can gain confidence and respect for people who they initially thought were very different from them and a threat to them.

4 An Overview of Outcomes, Issues and Recommendations of PIP

4.1 An Overview of General Outcomes of PIP

The evidence from each of the three phases of the PIP programme suggests that PIP was successful at achieving the following:

- Providing crime diversionary activities for young people in West Yorkshire;
- Motivating young people in West Yorkshire to do other things than commit crime;
- Developing more positive attitudes towards the Police and learning to respect and trust Police officers;
- Challenging negative patterns of self-belief in young people in West Yorkshire;
- Re-engaging young people in West Yorkshire with education;
- Breaking down geographical and cultural barriers across West Yorkshire.

1.0 An Overview of Specific Personal and Social Development Outcomes of PIP

The evidence from each of the three phases of the PIP programme suggests that in relation to specific personal and social development outcomes for young people, PIP enabled the following to be achieved:

- Young people developed an awareness of consequences of behaviours upon self and others;
- Young people developed responsible behaviours in order to undertake higher challenge activities;
- Young people developed an appreciation of individual contributions to the group;
- Young people changed their attitudes towards Police officers. They became more respectful and trusting towards them.
- Young people motivated themselves and others to complete activities they wouldn't normally have tried;
- Young people internalised achievements made;
- Young people developed a greater appreciation of the ways in which they could learn;
- Young people increased their individual motivation for learning.
- Young people re-engaged with education. For some young people this saw them going back to school full-time and for all young people this saw them gaining certificates in useful skills for the workplace (e.g. healthy and hygiene, and first aid certificates).
- Young people took a more proactive approach to contributing to the wider community.

4.3 Issues and Recommendations

The evidence from each of the three phases of the PIP programme highlights a range of issues and recommendations that need to be taken into consideration in ongoing developments of any similar programmes in the future. These include the following:

- The alignment between the approach taken to facilitate the personal and social development on the residential phases with the approach taken by the Police Officers and the Police Club is a key factor for the development of a consistent model of personal and social development. As stated by a Brathay Trainer “if we are looking for the process [the facilitated process of change] to be more sophisticated / more focused / more deliberate it would require us to have a common understanding of what the process was across partnerships and staff”. This clarity would also enable the change process to be evaluated more fully.
- The consistent involvement of Police Officers was a key ingredient for the young people to be able to change their attitudes towards the Police and, consequently, towards their offending behaviour.
- The Development Trainers were the key informants in relation to residential course theory, content and practice whereas the BPCFYP staff and Police Officers are the key informants in relation to being able to track and measure personal change and development of each young person.
- The ongoing weekly interventions were an essential ingredient in the success of the programme. These interventions keep the young people motivated. It helps to keep the young people from re-offending.
- The aims and objectives of the residential need to be correlated to establishing individual goals for each young person.
- To ensure the young people maximise the progression of personal and social development on PIP there is a need to set more specific targets for behavioural change for each young person. This clarity would also enable the change process for each young person to be evaluated more fully.
- The gaining of certificates for the young people as part of the weekly interventions was a key factor in the young people feeling they had been successful and for them to work towards re-engaging in education.
- The outdoor activities provided opportunities for the young people to overcome fears and for them to do things that initially they didn't feel able to do. This process supported the internalising of achievement and challenged negative self-belief patterns.
- To young people were motivated to build upon challenging experiences during the residential phases. This ability to embrace challenge needs to be capitalised on across the long-term programme.
- Video work was a useful medium for the young people to express feelings and gather evaluation information during and after the residential. It is also a useful tool to be used for the transfer of learning back in Bradford. The young people respond well to this type of tool.

- The development of staff cohesion between partner agencies should be addressed early on in the intervention process. The use of staff alignment days as a way of planning for each intervention phase was an effective way of, in part, addressing staff cohesion.
- A framework needs to be developed further from which the intervention can enable the young people to develop thinking and cognitive skills.
- The application of the theory of cognitive-behavioural therapy to the development training process needs to be examined in more detail to identify if this is an appropriate theoretical model of change for this type of intervention for this type of target group.

2 Conclusion

It is evident that the young people have displayed motivation for participation in the programme throughout the full 18 months. Residential One had a positive impact upon group cohesion, working towards achievement, and increasing motivation to participate in diversionary activities. Residential Two enabled young people to continue to build relationships with the Police Officers and engage in more challenging activities. This allowed them to experience high levels of success. Residential Three consolidated the learning to date and offered the young people a positive, yet challenging, experience to celebrate the end of the programme. During Residential Three the young people were able to reflect on their experiences across the full programme and consider the issues and any benefits of participating on PIP. Overall, all the young people who attended PIP have set and attempted challenges, have demonstrated motivation for participation in a long-term programme, have given and received support from a wider peer and adult network, have re-engaged in education, have started to experience themselves more positively and have reduced their involvement in ongoing criminal activity during the delivery of PIP.

During the 18 month programme there was one recorded offence attributed to this cohort. Two young people went back into full-time education having had previously very poor attendance records. The overall attendance at PIP was greater than 85%.

In the development of future programmes ongoing research questions include:

- To what extent can any changed behaviour in the young people during participation in PIP be capitalised on by other services for young people, i.e. schools? Also, what are the barriers for young people for sustaining behavioural changes and how can these be addressed?
- What are the long term psychological transition phases that the young people need to go through in terms of changing behaviours in order to meet the desired aims and objectives of PIP? What elements of these psychological needs is it realistic for a programme such as PIP to address?
- What support services are required to ensure that criminal activity continues to be avoided?

It can be concluded that the PIP programme has had a positive impact on specific dimensions related to reducing the risks of young people re-offending after a first reprimand. This includes successfully:

- providing crime diversionary activities for young people in West Yorkshire;
- motivating young people in West Yorkshire to do other things than commit crime;
- developing more positive attitudes towards the Police and learning to respect and trust Police officers;
- challenging negative patterns of self-belief in young people in West Yorkshire, e.g. 'I don't want to go to school' changing to 'I do want to go to school';
- re-engaging young people with education;
- breaking down geographical and cultural barriers across West Yorkshire.

The multi agency approach taken to the development and delivery of the intervention was a key factor in its success. Moreover, in order to deliver a more comprehensively integrated curriculum in the future, inter-agency working practices need ongoing refinement. This is perhaps only to be expected given the three working paradigms represented in the partnership i.e. a Community Safety approach instigated by the Police; a youth work

approach represented by the Bradford Police Club for Young People workers and an experiential learning approach taken by the Brathay staff.

Overall, the PIP programme has positively responded to the needs set out in the Ousley Report (2002). It has provided an opportunity for young people in West Yorkshire to begin to fulfil more of their potential and recognise more of their abilities. It has also enabled young people to develop more confidence in themselves and respect for others whom they initially regarded as somewhat alien.