



# Boys Clubs and Intermediate Treatment

Report on a five year project

1973 - 1978

NCJRS

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ACQUISITIONS

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## BOYS' CLUBS AND INTERMEDIATE TREATMENT

### REPORT ON A FIVE YEAR PROJECT 1973 to 1978

#### 1.0 INTRODUCTION

##### 1.1 Origins and Intentions

The official origins of Intermediate Treatment are to be found in the 1968 White Paper 'Children in Trouble' which stated "...provision will be made for the development of new forms of treatment intermediate between supervision in the home and committal to care." The legal framework for its operation was provided by the Children and Young Persons Act 1969.

There had been a questioning of the effectiveness of existing methods of working with the delinquent young - certainly an increasing number of young people were appearing before the courts, and there was a growing identification of the relationship between delinquency and deprivation. Thus basic to the concept of Intermediate Treatment was the belief that help and support rather than punishment should be provided and that there was a need to work within the community with many of those who had in the past been accommodated by more institutional means.

Intermediate Treatment was seen to be a provision for juvenile offenders, implemented following a specific court requirement and applied in the main through "...a flexible and discriminating use of the community's resources." It aimed to bring the young person "...into contact with a different environment, interests and experiences which may be beneficial to him."

Local authority social service departments were given the responsibility for financing, developing and co-ordinating Intermediate Treatment within their respective areas.

##### 1.2. Use of Youth Service Facilities

It was seen to be important to make use of facilities which were available to all within the community and it was felt that the young person would more willingly accept his 'treatment' if it involved participation in activity which did not set him apart from his contemporaries. Thus its success seemed to depend not only upon the community tolerating delinquents within its midst, but also upon the community and services therein, participating actively in their rehabilitation. Youth services were seen to play a significant role with social workers and probation officers linking young people who had appeared before the courts with such as youth centres and boys' clubs, with the hope that new interests could be pursued and new relationships developed.

##### 1.3. The Basis of a Boys' Club Involvement

The application of Intermediate Treatment was seen primarily as being by way of referral to existing youth facilities and it was to a large extent in recognition of this philosophy that the Project was initiated. It was felt that Boys' Clubs had a great deal of experience in this field and much to offer in the provision of appropriate services.

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In May, 1971 support from the King George V Jubilee Trust Fund enabled NABC to make the part-time appointment of an officer who made contact with departments of social services and Boys' Clubs personnel throughout the country. Some initial enthusiasm and interest was recorded in that officer's report. It was felt, however, that involvement by Boys' Clubs could demand some move in priorities towards understanding and helping the boy 'in need' rather than focussing attention on the more responsible, more able boy.

#### 1.4. Financial Support

NABC was convinced that a significant contribution could be made and application was made to the Department of Health and Social Security (DHSS) for financial support that would allow the appointment of a full-time officer. A grant was initially received for a three-year period but in order that additional ideas could be pursued the DHSS extended its assistance for a further two years.

#### 1.5. The Officer

The Officer, Mike Bacon, was appointed in April, 1973. His previous youth work experience had included full-time responsibility for a Boys' Club and a local authority youth centre. He had also been involved in some Intermediate Treatment work in Leicester and had assisted with the organisation of Venture-in-Care weeks.

#### 1.6. The Report

The Report deals more specifically with the development of the NABC Intermediate Treatment Project and its implications for Boys' Clubs, though this cannot be undertaken without consideration of the wider issues.

We have attempted to avoid duplication of already substantially recorded matter. Regular account of our work has been submitted to the NABC Executive Committee throughout the period of the Project. Our publications, in particular the Summit news-sheet and the Report The Relationship Between Intermediate Treatment And The Youth Service, have given detailed information and examples of a Boys' Club contribution.

Further information and a list of publications is given in the Appendices.

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## 2.0. THE GENERAL DEVELOPMENT OF INTERMEDIATE TREATMENT

### 2.1. Progress

Intermediate Treatment has developed slowly throughout the country. In many areas it has still to become an integral element of social work and remains peripheral to existing styles and structures. It has been given very low priority and only limited resources have been

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made available for its development.

But the slow progress is not only attributable to a lack of resources. Intermediate Treatment has developed within a climate of confusion and contradiction with much diversity in its understanding and application. There has been continuous questioning of the philosophy and certainly a realisation that meeting the needs of delinquent young requires a greater awareness, a wider variety of opportunities and more extensive skills and abilities than was initially envisaged. In many respects Intermediate Treatment is still confusing to many social workers and youth workers, or too difficult or demanding to undertake with the resources currently available. Thus the nature and extent of development varies from one area to another depending upon local interpretation and commitment.

## 2.2. Interpretation

Since its introduction Intermediate Treatment has developed from being a legal sanction to a much broader interpretation with a greater emphasis on prevention. It has increasingly involved young people who are seen to be a risk of offending as well as those who have already done so or for whom a specific court order has been made.

The recently published PSSC report defines Intermediate Treatment as "...action through a range of community-based programmes planned to meet identified needs of children and young persons who are at risk of appearing or who have appeared before the courts."

## 2.3. Those At Risk

Throughout the Report there is frequent use of the terms 'at risk' and 'in trouble.' The term 'in trouble' is more easily understood and refers to those young people who have already become involved with the police or the courts.

The term 'at risk' is not so readily definable. There is no simple explanation of juvenile delinquency and its causes seem to lie within a combination of social and personal factors. This often makes it difficult to predict accurately who and for what reasons someone may become delinquent. But studies have shown a correlation between certain factors and delinquency.

The circumstances of young persons most at risk are likely to include one or more of the following factors: member of a low income family; large number of brothers and sisters; unsatisfactory home situation; poor parental behaviour particularly in respect of attitudes to child rearing and discipline; and criminal parents. It is particularly significant that these factors are often apparent at a very early age.

The young person himself is likely to be below average both socially and intellectually; show aggressive and impulsive traits; be identified by peers and teachers as troublesome; and not be readily attracted by the more conventional organised activities available to him in his leisure time.

For more detailed information we recommend the book "Who Becomes Delinquent" by West and Farrington.

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## 2.4. Application - A Need for Specialised Provision

Many of those being involved in Intermediate Treatment programmes are young people who have found little attraction or assistance in existing youth facilities. Experience has indicated that their needs and circumstances are such that they would require more intensive support and a different emphasis and approach than is at present readily available within such situations.

Intermediate Treatment is a strategy for dealing with delinquency. It is essentially about behaviour and attitude modification and demands very positive and planned support, often of an individual nature. Many youth workers, because of their particular approach or other demands upon them, are unwilling or unable to give such necessary attention.

There has thus been a move away from individual referral to such as Boys' Clubs and Youth Centres. We have seen the development of more specialised provision such as small Intermediate Treatment Groups, usually arranged by social services and the probation service and with a high staff ratio. There has also been a growth in the number of specialist Intermediate Treatment Centres with provision being made available by local authority social service departments or voluntary organisations.

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## 3.0. THE PROJECT

### 3.1. Intentions

The Project has attempted to examine the role that could be played by Boys' Clubs in the development of Intermediate Treatment. To achieve this we have attempted to initiate and support some contribution at all levels. We have also sought to influence a wider youth service understanding and involvement.

We have attempted to make known to social services some of the more appropriate opportunities that Boys' Clubs might offer and to demonstrate what could be achieved by the development of co-operative approaches.

Thus whilst essentially a Boys' Club Project, there has been considerable liaison with all other agencies.

During the first three years of the Project the Officer worked on a national basis responding to enquiries and initiatives as and from wherever they occurred. In the last two years certain elements of Intermediate Treatment were considered more fully with a concentration of attention on the East Midlands area. Our work at the beginning of the Project was based upon the official initial proposals for Intermediate Treatment but in the light of the subsequent slow and changing interpretation we have progressively re-assessed our approach and emphasis.

### 3.2. Practical Approaches

A considerable part of the Officer's time has been spent in the

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development of a wide variety of practical approaches undertaken at club, county and national level. Some of this work has demanded the direct involvement of the Officer whilst in other instances an advisory or enabling role has been played. The Officer has also been involved with a number of projects outside the Movement which have sought to take advantage of his particular experience or expertise.

Through the practical work we have gained understanding and experience and provided a variety of examples. An indication of this work is given in APPENDIX ONE.

The practical work has provided ideas and a focus through which people of different agencies have been brought together. This has often resulted in continuing discussion and action. For example: the project in Cornwall (Come Alive) assisted the promotion of Intermediate Treatment throughout the country generally (see Appendix 1.2.); the survey in Northamptonshire has provided a positive basis for further discussion between agencies to determine co-operative preventive policies (see Appendix 1.11); and the pilot scheme in Derby initiated by the Officer has led to social services financing an activity group in an area of high social need (see Appendix 1.8.).

Throughout the five year period the Officer has had responsibility for Venture Weeks and Venture Courses. Based upon a provision begun by the NABC in 1969 for boys in the care of local authorities, Venture Weeks and Courses have been developed to provide more appropriately for the needs of those at risk or have already become delinquent. Venture Weeks provide an informal holiday approach based upon a wide interest and activity programme whilst Venture Courses offer a specific and intensive opportunity with small groups of boys attending with their supervisors.

The development of Venture Weeks and Courses has demanded much of the Officer's time and energy but this provision has been a particularly successful element of the Project and has provided a valuable basis to our Intermediate Treatment work. Considerable recognition of the worth of these opportunities has been achieved within social service departments and demand has been extensive. During the five year period 27 Weeks and Courses have been arranged and 550 boys involved. The National Boys' Club has continued to make a significant contribution, particularly in the organisation and staffing of Venture Weeks (see Appendix 1.9.).

### 3.3. Promotional Approaches

Our practical involvement has been complemented by work of a promotional nature. There has been a continuing need to promote an understanding of Intermediate Treatment within the Movement and to indicate examples of a possible contribution. We have attempted to promote within other agencies the desire for a co-operative approach and have continually brought to their notice services which Boys' Clubs can provide.

Our promotional approach has been directed to a much wider field than just Boys' Clubs. Many of our publications have been circulated not only to affiliated clubs and county associations, but also to social services, probation, youth service, regional planning areas, voluntary organisations and others interested.

Reports on the practical work have also been made readily available. The Officer has contributed articles to a number of journals and submitted evidence and comments to a number of bodies involved in an examination of Intermediate Treatment.

A list of publications and reports is given in APPENDIX THREE.

The promotional aspect has been an essential element of the Project and has involved the Officer in continuous liaison and discussions with all agencies and individuals with an interest in Intermediate Treatment. Our publications have been welcomed. Particularly significant is the booklet Intermediate Treatment Involvement, published at the beginning of our Project which outlined the initial interpretation of the legislation and indicated ways in which Boys' Clubs might be involved (see Appendix 3.1). Summit news-sheets which have attempted to promote understanding and interest in Intermediate Treatment, particularly in respect of a youth service involvement, have been widely circulated and well received (see Appendix 3.3.). The Relationship Between Intermediate Treatment And The Youth Service, a discussion document prepared following the meeting of a Study Group held in April, 1976, is of special interest (see Appendix 3.4.).

#### 3.4. A Wider Boys' Club Involvement

Our Project work has served to encourage and assist some within the Movement to become involved. The referral of young people to Boys' Clubs has not figured significantly in this contribution but we are able to record a variety of opportunities and services that have been provided. A broad spectrum of the possibilities identified is given in APPENDIX TWO.

In some instances a redirection of resources has been made to specific work with those at risk or in trouble. Participation in Intermediate Treatment Groups in co-operation with other agencies is one valuable contribution. These Groups offer a particular emphasis and approach that could not be provided within the context of a normal Boys' Club programme. There is nothing to stop the Boys' Club leader arranging such a group work approach for young people he identifies as needing more attention than others. But more appropriate is where the youth worker has become involved with workers of other agencies in providing such opportunities. This has not only given valuable experience and an added dimension to the staff team, but provided a complementary link between the young people involved and the normal club situation.

Some counties have been willing to offer more specific opportunities such as the projects undertaken in Cornwall and the Venture Courses organised by the Birmingham Federation for local service departments. Although such work was arranged in consultation with the Officer it did demand considerable redirection of existing resources within the counties.

Others, for a number of reasons, have been unwilling or unable to offer such specific opportunities but have attempted to meet some of the demands of Intermediate Treatment through the use of existing resources and programmes. A number of clubs have been used for meetings of Intermediate Treatment Groups and there has also been participation in

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county activities and events by young people involved in particular Intermediate Treatment Programmes. This has provided a valuable part of their development and integration into existing community facilities. Some Intermediate Treatment Groups and Centres have affiliated to NABC for particular services and opportunities that can be provided.

### 3.5. Other Interest

There has been considerable interest in the Project from outside the Movement and this has brought many requests for information, advice or assistance. This has required the Officer to travel widely and to meet students, social workers, and youth workers in discussion and training situations. In order to maintain some link with wider interests in Intermediate Treatment the Officer has been a member of the Advisory Group to the National Youth Bureau Intermediate Treatment Unit, the East Midlands Intermediate Treatment Working Party, and a number of other Groups and Committees.

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## 4.0. CONCLUSIONS

### 4.1. The Project Generally

Many aspects of the Project have been successful and our work has been seen as providing a significant contribution to the development of Intermediate Treatment generally and the possibilities of a youth service involvement in particular. Despite the climate the work has provided some valuable services and enabled experience and example to be acquired.

But for a number of reasons, Intermediate Treatment has presented a challenge to Boys' Clubs to which many have been unwilling or unable to respond. We have seen no widespread contribution being made - merely a few individuals in a few ways.

Although much of our work has been widely publicized there is little evidence to show that the examples have been followed within the Movement. Thus our work has reflected more the personal capacity and experience of the Officer and other individuals, rather than demonstrated a general Boys' Club willingness, interest and ability to be involved. A number of factors might be considered as there would not appear to be any one answer to the situation.

### 4.2. The Changing Development of Intermediate Treatment

The slow and uncertain development of Intermediate Treatment and the questioning of the role of the youth services has contributed to the difficulty in bringing about a Boys' Club understanding and involvement. The development of 'localised' approaches to Intermediate Treatment with interpretation and application varying from area to area, if not individual to individual, has made the promotion of common understanding difficult.

Although some expressed doubts about the role which was envisaged of them, a considerable number of Boys' Club facilities were included in initial Regional Schemes (lists of facilities willing to be involved in Intermediate Treatment), and this at least represented a good deal of

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interest and a willingness to be involved. But few received communication from those within social services who had sought their commitment in the first place. This not only created some indifference towards Intermediate Treatment but towards co-operation with other agencies in general. And the questioning of the 'referral' method as inappropriate and unrealistic and the reluctance of social services to take advantage of other opportunities which could be provided resulted in some lack of understanding within Boys' Clubs as to what was now being asked of them.

Many within Boys' Clubs have seemed unable to keep pace with the changing interpretation of Intermediate Treatment. The apparent 'going it alone' by social services and probation with the clearly emerging development of more specialised provision, (as distinct from the utilisation of existing community resources), caused more and more to see Intermediate Treatment as outside their mainstream work. They were uncertain not only as to whether it was their responsibility to respond, but whether they had the ability or resources to do so.

#### 4.3. Intermediate Treatment and Existing Approaches

Intermediate Treatment overlaps some existing youth work styles and methods and this has inevitably caused some to say that Intermediate Treatment is 'what they have been doing for years.'

There is no doubt that many clubs do have delinquent young people within their membership and our limited survey of selected clubs in Northamptonshire (see Appendix L.11) suggests that in some cases this may be a high percentage. Some clubs have very positive links with other agencies and through this and their work generally have been able to assist delinquent young people with their problems. In some instances the club plays a very valuable preventive role.

In our experience, however, the philosophy and demands of Intermediate Treatment with its distinct emphasis on positive preventive strategies and behaviour modification requires a great focus of attention on individual needs than most existing conventional youth facilities provide. The minimal resources usually available often prevents work of this nature being undertaken. In some instances the structure and emphasis within the club leaves the disadvantaged boy either unattracted by what is offered or unable to achieve the demands made of him as a member.

Intermediate Treatment has demanded the development of new methods and programmes both to attract those at risk or in trouble and to give effective assistance with their problems.

#### 4.4. Inter-Agency Co-Operation

Intermediate Treatment was seen to herald not only a new and more effective method of assisting young people in trouble, but also a greater opportunity for co-operation between all agencies. But despite all the discussions prior to the preparation of Regional Schemes and all subsequent words of good intent there still remains a marked ambiguity on the aspect of co-operation and the optimistic hopes have yet to be realised. There still appears to be the barriers of professional 'jealousies' and certainly some reluctance to take advantage of the opportunities which can be provided by the youth services. Where non-co-operation seems to be apparent it would be difficult to blame one agency more than another.

The differences in the philosophies and approaches of the respective

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agencies, (essentially the social services and the youth services), the questioning of the 'referral' method and the limited resources available to pursue co-operative ventures have undoubtedly had some bearing on this matter. But there still appears a lack of understanding of roles in relation to the provision of support and care for young people generally and some uncertainty of the boundaries of responsibility.

#### 4.5. Boys' Clubs Attitudes and Traditions

Although the Boys' Club philosophy embraces a general inclination towards meeting the needs of the disadvantaged there is little evidence of a widespread commitment to this throughout the Movement.

The Officer has encountered a considerable degree of indifference and many Constituent Organisations see Intermediate Treatment as very low priority.

#### 4.6. Emerging Need

The problem of juvenile delinquency remains and in many areas an increasing number of young people appearing before the courts is recorded. Some statistics are given in APPENDIX FOUR. The causes are very often complex and the provision of Intermediate Treatment in itself will provide but a part answer. It is only one element of a positive strategy to meet the needs of young people generally and of those at risk or in trouble in particular. After the hesitant start some results and experiences are encouraging. It is hoped that these will serve to secure a greater commitment to Intermediate Treatment with more resources being made for its development.

There has emerged the need for a co-operative examination of services to young people generally and for a more positive inclination on the part of the youth services to review their role and function in relation to the disadvantaged. We feel that there has been very little advance by youth work agencies in making effective contact with many young people at risk who are particularly resolute in their rejection of the more conventional settings and approaches usually offered to them.

Intermediate Treatment is about a community response to a social need. The finding of solutions to the problem of delinquency is the sole responsibility of no one agency - the development of broader community based strategies must be pursued. Whilst Boys' Clubs cannot be expected to provide all of the answers, they must be willing to play their part and, hopefully, other agencies will seek to take advantage of the opportunities they can offer.

#### 4.7. A Future Role for Boys' Clubs

The implications of Intermediate Treatment for Boys' Clubs is not about the number of clubs willing to accept referred young people. It is as much about what we are prepared to do ourselves as what we might be asked to do. In many respects, the nature and extent of the contribution which remains is in our own hands. Certainly we urge some distinct change in Boys' Club emphasis to a more positive focus of attention on assisting the more disadvantaged boy.

#### 4.8. Prevention

The main contribution may well be in the field of prevention, attempting to identify and accommodate those young people who are seen to be at risk but who have not yet been placed under statutory supervision. In view of the priorities imposed on social workers, Boys' Clubs are likely to find this field wide open to them. It is not a question of waiting for referrals but

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of making sure that the provision is relevant and that it attracts, retains and assists more of the young people who need it most.

The proposal for a contribution of this nature should not be taken lightly - it will demand some change in emphasis and approach at all levels. Words of good intent are not sufficient - they need to be supported by a firm commitment in terms of policy and practical action.

The success of the Venture Weeks with the involvement of the National Boys' Club shows another significant contribution within the preventive sphere. We would also support the provision of opportunities such as that undertaken by the Nottinghamshire and Derbyshire Association (APPENDIX ONE) and the development of holiday playschemes.

#### 4.9. After-Care

The majority of the more specialised Intermediate Treatment Groups operate within a defined time span. Boys' Clubs can provide opportunities for after-care whereby boys from these groups can be introduced to community facilities where support and interest can be continued.

This is more readily secured and possibly more effective if links have been made with the Boys' Club at the start or during the period of the group. The most difficult problem lies in re-establishing boys in the community and this aspect is one in which Boys' Clubs should play a continuing part.

#### 4.10. Existing Services and Opportunities

Our Project has shown that services and opportunities usually available to members of Boys' Clubs have been extended to other young people who have participated in activities and events as part of their Intermediate Treatment programme.

We suggest that this approach is encouraged. It is not only of value to the young people involved, but helps to bring greater understanding between agencies with differing roles and functions. It also involves close links with social services and demonstrates in a practical way the opportunities available.

#### 4.11. Co-Operation Between Agencies

Intermediate Treatment has reminded us all of the difficulties lying in the way of co-operation and problems seem to be as apparent at management as at field worker levels. But co-operation between agencies with understanding of roles and functions and confidence in each other's work is vital to the development of effective long-term solutions to the problem. Boys' Clubs must continue to initiate and contribute to co-operative discussion and practical action.

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### 5.0. RECOMMENDATIONS

The following recommendations are of a general nature and are followed by specific points directed towards various agencies.

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### 5.1. Emphasis

In view of the increasing number of young people appearing before the juvenile courts, and in particular the growth of those seen to be seriously at risk doing so, greater priority should be given by Boys' Clubs and Youth Service towards meeting the needs of such young people.

### 5.2. Awareness and Training

Every opportunity should be taken to encourage leaders to become more aware of the specialised needs and particular circumstances of those at risk or in trouble and to acquire the necessary understanding of the roles and functions of other agencies.

### 5.3. Involvement

Every encouragement should be given to all elements of the Youth Service to play a greater part in the development of Intermediate Treatment programmes. Youth workers should become involved in the arrangement and staffing of specific Intermediate Treatment Groups.

### 5.4. Venture Weeks and Courses

Venture Weeks and Courses should be continued. Whilst Venture Weeks should be carried on by NABC, the specialised direction of Venture Courses may need to be taken over by other agencies with skilled staff recruited for this purpose, unless such an officer was made available to NABC staff.

### 5.5. Inter-Agency Co-Operation

Every effort should be made at all levels to develop co-operation with the Social Services and other agencies in providing effectively for young people 'at risk' or 'in trouble.'

### 5.6. Research

Efforts should be made to secure the necessary finance that would allow further research and development of particular aspects of work relating to those at risk or in trouble. Two specific projects would be extremely valuable - national survey on the basis of the pilot scheme undertaken in Northamptonshire to examine the extent to which conventional Youth Groups attract and effectively assist young people in trouble, and a defined project on the development of residential courses.

## 6.0. SPECIFIC RECOMMENDATIONS

### 6.1. To: Department of Health and Social Security

- a) that the results of this Project should be made available as widely as possible and that appropriate discussions should be set up with the Department of Education and Science in order to urge a greater priority in Youth Service to the needs of young people 'in trouble' and 'at risk.'
- b) that a group should be set up representing the interests of all agencies concerned with Intermediate Treatment, and to continue the effective co-operation and dissemination of information carried out by the NABC Group over the last five years.
- c) that appropriate provision be made for the training of youth and community workers as well as social workers in the specialised needs and circumstances of young people at risk and to acquire the necessary understanding of the roles and functions of other agencies, and of the skills

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needed for assisting the young people in these categories.

- d) that provision is made of training material, visual aids, and specialised literature for the development of an understanding of Intermediate Treatment, and that periodical information should be made widely available for discussion on this topic (e.g. on the lines of SUMMIT News-Sheet).
- e) that every opportunity should be taken, particularly at the local level, for youth workers to be invited to become involved in arrangement and staffing of Intermediate Treatment Groups by the Social Services Departments concerned.
- f) that Social Services Departments should be encouraged to effect liaison with all youth service branches and organisations at local level and to involve staff and volunteers in the work of local committees and groups.
- g) that Social Services Departments should be made aware of the facilities and opportunities available locally for co-operation and assistance in Intermediate Treatment programmes.
- h) that the Department should make available funds for further research and development. (para. 5.6.).

6.2. To: The NABC Movement at all Levels.

- a) that greater priority should be given to the needs of young people 'at risk' or 'in trouble', and that Boys' Clubs should play a full part in the after-care of boys involved in Intermediate Treatment.
- b) that a clear declaration of intent should be supported by a firm commitment in terms of policy and positive action.
- c) that the momentum of the Project should be continued with an appropriate NABC Committee or Panel accepting responsibility for maintaining the movement's interest in Intermediate Treatment.
- d) that every effort should be made to appoint a member of staff at NABC HQ to continue the Association's work in the field of Intermediate Treatment.
- e) that attention should be paid to the requirement of leaders being trained to become aware of and to deal with the specialised needs of young people at risk or in trouble and particularly in the field of after-care.
- f) that leaders should be encouraged to become involved in Intermediate Treatment programmes locally, and that co-operation with Social Service Departments should be established.
- g) that Venture Weeks should be continued with the assistance of the National Boys' Club, and that clubs and constituent Organisations should be encouraged to make special provision for children 'at risk' in holiday schemes, camps, etc.
- h) that NABC should endeavour to co-operative with the DHSS on further research and development (para. 5.6.).

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6.3. To: Social Service Departments of Local Authorities

- a) that every effort should be made to utilise the facilities and staff within the Youth Service in jointly meeting the needs of young people 'at risk' and 'in trouble.'
- b) that personal relationships, especially with Boys' Clubs leaders and staff of constituent organisations throughout the country should be established and fostered.
- c) that approaches should be made to all sections of the Youth Service, statutory and voluntary, to become associated with Intermediate Treatment programmes and groups.
- d) that the experience gained in the project relating to Venture Courses should be studied and utilised, and that opportunities for participation in Venture Weeks organised by Boys' Clubs should be encouraged.
- e) that every effort should be made to establish co-operation with all agencies with a view to offering effective provision for the needs of young people, especially those 'at risk' or 'in trouble'.

APPENDICES

- ONE: PRACTICAL APPROACHES
- TWO: EXAMPLES OF A BOYS CLUB CONTRIBUTION
- THREE: PUBLICATIONS AND REPORTS
- FOUR: THE EXTENT OF THE PROBLEM - SOME STATISTICS
- FIVE: ACKNOWLEDGEMENTS

## APPENDIX ONE

### PRACTICAL APPROACHES

During the course of the Project the Officer has been involved in a variety of practical approaches to Intermediate Treatment. Some of these have been of his own initiative, and some by way of others, both inside the Movement and outside, seeking to take advantage of his particular experience and expertise.

1. Activity Week-end - Nash Court (1974) A small group of boys referred from social service departments participated in an activity week-end along with boys from boys clubs in Cheshire. A number of difficulties were experienced and the project gave a valuable basis for consideration of the integration approach to Intermediate Treatment. (See Appendix 3.6)

2. Come Alive (1974/1975) This project in Cornwall took the form of a series of residential week-ends for boys referred by the social services and probation service. The project was initiated by Boys Clubs but involved co-operation with other agencies. The project served to encourage some development of Intermediate Treatment throughout the county. (See Appendix 3.9)

3. Activity Days - Cheshire (1975) Activity Days were organised at boys clubs with a view to securing some liaison with other agencies and making facilities and willingness known. Small groups of boys attended with their social workers and participated in a wide range of activities and opportunities. This enabled the basis for continuing work to be developed.

4. Training Course - Leicestershire (1975) This course for youth workers and social workers provided the opportunity to acquire ideas and experience of activities that might be undertaken with small groups of young people. There was some emphasis on arts and crafts and small-team games.

5. Residential Course - St. Athans (1976) This was a course of a week's duration that involved two groups of boys from local areas. The boys attended with their social workers and participated in a programme of activity co-ordinated by the N.A.B.C. Officer and the local authority Intermediate Treatment Officer.

6. Community Challenge - Leicester (1976/1977) This group work approach to Intermediate Treatment was arranged by the Officer but involved a multi-disciplinary staff team. Most of the small group of boys involved had rejected existing youth facilities. This, and the nature of their problems, identified a need for a more

specialised approach. Weekly meetings and residential week-ends were provided - the latter being particularly successful. (See Appendix 3.11)

7. Falmouth Project (1977) This was an attempt to provide daytime and evening opportunities for a small number of boys who were unemployed and also known to the social service and probation services. It was to involve utilisation of Boys' Club resources and personnel. It has yet to become operational as no referrals were received and some indifference by other agencies encountered. The project has identified the difficulties of co-operative work and the matching of available existing resources with identified need.

8. Activity Group - Derby (1977/1978) An experimental six-week project was arranged by the Officer in co-operation with social services for a group of young people known to that department but who did not seem to be attracted or helped by existing youth facilities. The area was seen to be one of high social need.

The successful pilot scheme has served to provide the basis of a newly formed club. The social services department have provided the necessary finance and a part-time youth worker has been appointed. Social workers spend time at the club along with the young people they are responsible for.

#### 9. Venture Weeks and Venture Courses

The Officer has been responsible for the development and arrangement of Venture Weeks and Venture Courses. The roots of these lay within Venture in Care Weeks begun by the N.A.B.C. in 1969.

In order to secure greater consistency in the administration and application of these opportunities and the provision of content more relevant to the needs of the young people involved, a number of aspects have been considered by the Officer and a number of experimental approaches undertaken.

During the period of the Project there have been changes made in the title, structure and policy. Our experiences have been considered from week to week and year to year and two distinctly different approaches have developed.

Venture Weeks have been holiday weeks for boys aged 11 to 14 years in contact with social services or similar agencies. They have been most suitable for those boys who do not present themselves as being 'the more difficult' but whose need is for a break from a home situation or a holiday which because of their circumstances they might not otherwise receive.

Whilst the Weeks have provided the opportunity to participate in

a wide range of activities (sports, arts and crafts, visits, games etc.,) a flexible and informal atmosphere has prevailed which has allowed some individual choices, moods and needs to be accommodated. There has been a high ratio of staff to boys. They have taken place from Monday lunch-time to Friday afternoon.

Although the N.B.C. has been significantly involved in the planning and staffing of the Weeks, the Officer has been responsible for administration, financial and policy matters. Of particular success has been where N.B.C. groups themselves have undertaken the planning and application of Weeks allowing staff relationships, roles and responsibilities, to be resolved at an early stage.

The emphasis has been on enthusing and encouraging involvement in the programme of activity but there has always been the opportunity for boys to develop individual and personal relationships with peers or members of staff.

Venture Courses have been more structured than the Weeks and have been available to small groups of boys who have attended accompanied by a social worker. They have been held on a Monday to Friday and have provided the residential component of an Intermediate Treatment programme - the involvement of the supervisor giving opportunity for observation, participation and development of relationships so that the experiences of the course might provide the basis of on-going work with the group at local level. The supervisor has worked as a group leader with his/her group, sharing the 'activity' but stimulating and encouraging response, participation, and development.

The programme has included both formal (group lectures, role-plays, simulation exercises) and informal (outdoor activities, sports, games) approaches but the main emphasis has been upon helping participants to consider their role and functioning within a group. Visiting speakers from such as the police and local schools have provided the opportunity for discussion on aspects which are very often of concern to many of the participants. A number of role-plays, discussion topics and group tasks have been devised by the Officer and have been used as a basis for the course - though flexibility allowing development according to capacity or circumstances has prevailed.

10. Study Group (1976) A Study Group under the Chairmanship of Dame Eileen Younghusband was convened jointly by the N.A.B.C. and the Childrens Regional Planning Committee Area No. 7 and met to consider the relationship between Intermediate Treatment and the youth service. A number of professional interests were represented at this three-day residential meeting. A discussion document was prepared and widely circulated. (See Appendix 3.4)

11. Survey - Northants (1977) A survey was undertaken to establish the basis of some consideration of the number of delinquent young people involved in youth service provision and the extent to which

that provision was willing or able to assist such young people with their problems. The survey has involved co-operation between the local youth service, social services and probation service. The basis of the survey has been the correlation of youth club membership records with the records of social services and probation.

The clubs were specifically selected as likely to present significant results. Indeed, some showed a high percentage of membership to be delinquent - though in all cases the leaders were quite unaware that so many of their members had been in trouble and in only a few instances were they able to identify accurately those particular young people. Particularly significant also was the very limited resources available (in some cases just one full-time worker), to meet the needs of such young people in any effective way. The survey also identified the limited liaison that existed between agency workers in relation to helping particular individuals.

The survey will provide a basis for further consideration of future co-operative work in relation to those at risk or in trouble. (See Appendix 3.12)

\* \* \* \* \*

## APPENDIX TWO

### EXAMPLES OF A BOYS' CLUB CONTRIBUTION

The Officer's experience, guidance and liaison has enabled others within the Movement to become involved and other agencies have been encouraged to take some advantage of appropriate services which Boys's Clubs have been willing and able to provide.

We are unable to list all examples but a broad spectrum can be given.

#### 1. Involvement in existing programmes

- boys 'referred' to boys' clubs. Positive support and attention being given by the youth leader with regular liaison by the social worker. Good working relationship between the agencies provided a sound basis for the needs of individuals to be met.
- boys involved in Intermediate Treatment participating in county association residential activity programmes along with members of other boys' clubs.
- social services Intermediate Treatment group affiliated so that the group might participate along with others in the county association's locally arranged activities and events.
- social worker involved in a boys' club - attending as a normal member of staff but having a special interest and concern for those attending the club who are known to him or who are referred to the club for the purposes of Intermediate Treatment.

#### 2. Co-operative approaches

- youth worker involved in an Intermediate Treatment group which gave valuable expertise and an added dimension to the group, and provided a complementary link between the group and the normal club situation.
- boys' club leader involved in discussions with police and social services towards providing a co-operative approach to work with a group of young offenders.

#### 3. Use of Boys' Club resources

- boys' club building and equipment offered and used by a specific Intermediate Treatment group.

#### 4. Training

- Boys' Clubs experience and expertise shared with other agencies. Training courses have been arranged - activity skills, group work approaches and so on. Social workers have attended part-time youth leadership training courses.

#### 5. Residential opportunities

- specific courses arranged for boys undergoing Intermediate treatment, and their supervisors, to attend together. A residential component of a treatment programme.
- 'holiday weeks' arranged for boys in contact with social services and probation, providing a break of environment within an atmosphere of understanding and tolerance.

#### 6. Special projects

- projects which have aimed to complement the work of supervisors and which have utilised Boys' Club resources, personnel, expertise, and approaches. They have usually taken the form of a small-group work approach and included some residential opportunities.
- holiday playschemes being arranged.

\* \* \* \* \*



## APPENDIX THREE

### PUBLICATIONS AND REPORTS

A number of publications and reports have been made available during the course of the Project. They have been widely circulated within the Movement and to other agencies, and made generally available to interested persons. They have made a significant contribution to the promotion of discussion on the concept of Intermediate Treatment and the development of practical approaches.

1. Intermediate Treatment Involvement (1973) This printed booklet presented an outline and understanding of the new legislation as it was then seen and indicated ways in which Boys Clubs at all levels might make a contribution.

2. Holiday Projects (1974) This publication encouraged the arrangement of holiday projects and playschemes with guidelines as to how they might be planned and undertaken.

3. Summit News-Sheets (1975-1978) Six of these news-sheets have been published and they have contained articles on the development of Intermediate Treatment and have given examples of practice. They have been particularly concerned with the involvement of youth service generally.

4. The Relationship Between Intermediate Treatment And The Youth Service (1977) This report was produced following the meeting of the Study Group convened jointly by the N.A.B.C. and the Childrens Regional Planning Committee Area 7. It was presented as a discussion document and gave consideration to the development of Intermediate Treatment and those issues particularly related to the role and contribution of the youth service. (See Appendix 1.10)

5. Boys Clubs and Intermediate Treatment (1977) This brochure contained details of our Project and gave examples of work undertaken. It followed a Government Circular which attempted to encourage social service departments to develop Intermediate Treatment further and made mention of a youth service involvement.

The N.A.B.C. brochure was circulated widely to other agencies with a view to making our work known and to represent a basis upon which co-operation could be developed.



## APPENDIX FOUR

### THE EXTENT OF THE PROBLEM - SOME STATISTICS

Statistics in respect of crime can be misleading and need to be considered in relation to many aspects. Figures may reflect variations of detected and undetected crime or the result of particular efficiency or emphasis of police action aimed at a specific section of the community (for example juveniles) or in solving particular crimes (say motor vehicle thefts).

But the facts do seem to be remarkably plain. Over recent years crime has increased and crime by juveniles has increased particularly fast. There is an increased involvement by juveniles in more serious or violent crimes and criminal damage. There is also a significant increase in the involvement of girls in juvenile crime.

Two tables are given. The first indicates percentage increase between 1969 and 1974 and the second table an indication of the situation in 1976. The figures are taken from the Criminal Statistics (England and Wales).

TABLE 1 Percentage Increases 1969 to 1974 (Convictions and Cautions)

<u>Indictable Offences</u>		<u>10 - 13</u>	<u>14 - 16</u>	<u>17 - 20</u>
Violence against the person	M	139.7	137.3	46.6
	F	287.3	276.9	188.4
Sexual offences	M	12.0	15.5	8.2
	F	37.5	80.0	no change
Burglary	M	20.3	50.3	11.1
	F	34.8	77.9	24.2
Robbery	M	81.6	57.8	3.2
	F	12.5	18.8	8.8
Theft and related dishonesty	M	45.4	50.0	10.0
	F	135.7	92.4	38.1
Fraud and forgery	M	79.6	91.3	48.5
	F	185.0	77.7	76.4
Criminal Damage	M	110.3	124.9	92.1
	F	138.1	228.9	175.4
Other	M	206.0	135.8	122.4
	F	227.0	200.0	106.1

TABLE 2 Persons Found Guilty Or Cautioned 1976

<u>Indictable Offences</u>		<u>10 - 13</u>	<u>14 - 16</u>	<u>17 - 20</u>	<u>All Ages</u>
Violence against the person	M	1,335	5,099	10,032	38,483
	F	292	1,134	664	3,958
Sexual Offences	M	459	1,730	2,215	9,997
	F	19	11	16	109
Burglary	M	14,147	23,894	17,347	76,382
	F	875	1,089	682	3,336
Robbery	M	300	754	1,089	3,531
	F	26	85	51	219
Theft and related dishonesty	M	32,045	47,920	47,404	222,729
	F	11,193	12,386	8,917	72,061
Fraud and forgery	M	379	882	3,080	17,725
	F	140	387	1,170	5,023
Criminal Damage	M	6,282	8,689	12,375	44,735
	F	383	670	613	3,446
Other	M	80	243	1,421	9,330
	F	28	54	172	2,085
<u>Total</u>	M	55,027	89,211	94,963	422,912
	F	12,956	16,416	12,285	90,237
<u>Non-Indictable Offences</u>					
<u>(excluding Motoring)</u>					
<u>Total</u>	M	5,338	22,589	57,533	406,129
	F	428	2,527	7,709	57,038



## APPENDIX FIVE

### ACKNOWLEDGEMENTS

The National Association of Boys' Clubs thanks all those who have given support to the Project. A large number of people, organisations and agencies has made a significant contribution to many aspects of the Project and have assisted the Officer and the group in many ways. In particular, appreciation is extended to:

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The Intermediate Treatment Group

The Local Working Party

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Constituent Organisations and affiliated Clubs which have participated in the Project

Additional copies of this Report may be purchased at 50 pence each.

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**END**