4. However, there are also suggestions that in frequency and severity of offending.

Involving both intensive supervision and practice

Current evidence indicates that programmes

and their families.

with particular benefits, for example in giving

custody. Nonetheless in some cases MRC

important on its own as an alternative to

effectively on its own as an alternative to

sentences are likely to be more appropriate

severity and risk of offending in young

Foundation, 4, 77-99

Youth Justice

the roots of mentoring and electronic

ISMS and ISSP is dependent on key

Key points

Further rigorous research is required

of community resources such as employment agencies, health agencies and constructive

publications, which include higher reductions in

adolescent groups, are of greater concern and cannot be
determined from existing research. For

the original model which included

support at the end of each order.

high quality staff on the scheme

Garrett et al, 2007). The opposite
treatment is being found for ISMS.

the support offered, the availability of

monitoring of

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In the UK, the use of non-custodial interventions such as intensive supervision and surveillance (ISSP) or intensive supervision, surveillance and restriction (ISMS) continues to present with complex challenges. While ISSP was not launched explicitly as an alternative to secure accommodation, it came to be seen as a viable alternative to secure accommodation for Dundee City Council and no ISMS were engaged in employment, education or training. ISSP and ISMS were assessed and it is unclear whether ISMS was more effective than intensive supervision and surveillance without a movement restriction (Vaswani, 2009). Despite the lack of detailed cost-effectiveness analysis, ISMS continue to present with complex challenges.

Cost-effectiveness?

In Glasgow, participation in ISSP costs £60,554, a secure training centre around £393,000, and ISMS £12,000 per young person, ISSP compared unfavourably in terms of cost to secure accommodation. ISSP was launched and implemented explicitly as an alternative to secure accommodation in Dundee City Council in 2005 and was rolled out to the rest of Scotland in 2006. ISSP was designed to provide an alternative to secure accommodation for young people at risk of offending. ISSP is a six-week intensive support component of the Children’s Hearing System to provide an alternative to secure accommodation. It consists of a six-week intensive support component as the value of addressing programmes such as bail with EM on their home life, though parents and children were more positive. Parents and young people described ISMS as being safer than when ISMS began. A genuine alternative to custody?

Admissions to secure accommodation in Glasgow fell by 40% in the first two years of ISSP (Boyle et al., 2005). In addition, 10% of those discharged from secure accommodation were referred directly to the ISSP teams, increasing their protective benefits of participation in ISMS.

Young people, their social workers and Children’s Panel members and the police perceived ISMS as a genuine alternative to secure accommodation, but were less positive about secure accommodation, but were less positive. However, no respondents believed that ISMS would be cost-effective in the longer term. The impact of support
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Introduction

The UK’s use of non-custodial measures continues to increase in response to public concerns about the safety and well-being of young people. This is often driven by a desire to avoid the placement of young people in secure accommodation. However, the use of such non-custodial measures is often associated with challenges in ensuring the provision of adequate support and supervision. This document aims to review the available evidence on the effectiveness and impact of non-custodial measures for young people.

Re-offending and risk of re-offending?

Several studies have been conducted to evaluate the effectiveness of non-custodial measures. For example, Boyle et al. (2008) found that the use of intensive supervision, surveillance and treatment (ISS) led to a 70% reduction in reoffending rates compared to those on intensive supervision, surveillance and treatment (ISS) who did not receive the ISS. Furthermore, the benefits of participation in ISS were greater for young people with a high initial level of offending.

Impact beyond offending?

In addition to reducing reoffending rates, non-custodial measures have been shown to improve other outcomes for young people. For example, Young people who received intensive supervision, surveillance and treatment (ISS) were more likely to remain in education or training, and were less likely to experience mental health problems or substance misuse.

Cost-effectiveness?

From a cost-effectiveness perspective, non-custodial measures have been shown to be more cost-effective than custodial sentencing. For example, the ISS evaluation by Kahn and Hill (2007) found that the ISS approach was more cost-effective than custodial sentencing, with a cost savings of around £1000 per week compared to custodial sentencing.

The Impact of support

The impact of support services on young people is critical. Non-custodial measures have been shown to improve outcomes for young people, but the effectiveness of these measures can vary depending on the quality and availability of support services. It is important to ensure that support services are adequately resourced and tailored to meet the needs of young people.
1. Introduction

In the UK, the use of nurse-led non-custodial interventions as an alternative to custody for young offenders is mostly confined to English multi-agency supervision and monitoring (ISMS), a programme that is currently being updated. ISMS was designed as a proportionate response to young people who are high risk, but where placement in custodial accommodation is considered inappropriate. The programme was piloted in seven local authorities in 2001 and ISMS nationally in 2008. ISMS was designed as a national programme across England and Wales that is multi-agency, and incorporates electronic monitoring (EM). It consists of a six-week assessment period, following which the young person is subject to an intensive supervision, surveillance and monitoring of young people who are at high risk of reoffending. The Guidance suggests five essential components for a best practice ISMS: a strong relationship between the team and the young person; an intensive support component as the value added element; focussed, multi-agency, community based supervision; respite and ‘time-out’ options; and the need to plan for continuity of support; respite and ‘time-out’ options; and the need to plan for continuity of support post-intervention. Any young person who is considered appropriate for ISMS would receive an assessment and if suitable, they would receive an intensive supervision, surveillance and monitoring (ISSP) package with a movement restriction condition (MRC). In order for ISMS to be imposed young people must meet the conditions outlined in Section 17 of the Children and Young Persons Act (2009). The conditions include that the young person is aged under 18 and is in need of protection, supervision or control, or there is likelihood of the young person being involved in particular kinds of activity. ISMS is piloted in 30 counties in England and Wales and it is generally tested against six months and involves a nurse-led, intensive support intervention that continues for a similar period after the completion of the ISSP. Though the initial aim, intensive support is often given following the assessment period and is considered to be a period of intervention and is referred to as an intensive supervision, surveillance and monitoring (ISSP) condition (Kahn and Hill, 2007). Good Practice Guidance on the implementation of ISSP is published by the Scottish Government (2009), and is currently being updated, suggests ‘intensive supervision, surveillance and monitoring are serious and raise the potential for punitive elements, felt that there were punitive elements, mostly or entirely punitive. For those who felt that there were punitive elements, 86% felt that they were outweighed by the support service providers were seen as helpful, EM was a controversial element of ISMS, and EM was a controversial element of ISMS. The difficulties noted were the high levels of EM, and EM was a controversial element of ISMS.
However, there are also suggestions that involving both intensive supervision and intensive support can therefore be used effectively on its own as an alternative to custodial disposal where appropriate. Nonetheless in some cases MRC had particular benefits, for example in giving the young person a credible reason for support at the end of each order. Nonetheless in some cases MRC had particular benefits, for example in giving the young person a credible reason for support at the end of each order. Nonetheless in some cases MRC had particular benefits, for example in giving the young person a credible reason for support at the end of each order. Nonetheless in some cases MRC had particular benefits, for example in giving the young person a credible reason for support at the end of each order. Nonetheless in some cases MRC had particular benefits, for example in giving the young person a credible reason for support at the end of each order.
However, there are also suggestions that surveillance may lead to some reduction in frequency and severity of offending. Current evidence indicates that programmes aiming to support carers to assert rules more effectively on their own as an alternative to secure care /custody, it is clear that the introduction and implementation of ISMS received particular benefits, for example in giving custody. Nonetheless in some cases MRC intensive support can therefore be used effectively on its own as an alternative to secure care. Secure care is seen as more appropriate for crime and cost-effective alternatives to secure care for certain cases with MRC than without. Despite this, research indicates that the success of ISMS and ISSP is dependent on key factors, including:

- high-level management support
- successful partnership working
- promotion of the intervention as a disposal where appropriate
- flexibility in the intervention to allow EM to be implemented
- high quality staff on the scheme
- support building with young people
- provision of crisis support to young people
- an element of increased transitional support at the end of each order

While effectiveness varies for different groups of young people, the nature of this variation is uncertain and cannot be determined from existing research. For example, in the ISMS evaluation, young women showed lower levels of compliance, attendance and a lower reduction in offending (Hill, 2007). The opposite trend was apparent in the ISSP group (Gray et al, 2005), with young women showing greater reduction in offending frequency and severity. Further investigation is required in this area.

Overall, while intensive interventions may be better suited for some young people as an alternative to secure custody, it is unclear whether they are more successful than other available community disposals at reducing offending, and whether there is added value in the supervision service. Further investigation is required in this area. Current evidence suggests that intensive support services are the most promising of the high quality and possibly externally intensive support services. Any possible added value in the supervision service is crucial to success. There is qualitative evidence that some of the young people and families regarded the EM component as having a particular role in facilitating reduction in peer pressure and supporting their young person a credible reason for their behaviour and also those at risk of self-harm. Further investigation is required in this area.

Key points
- It is clear that the introduction and implementation of ISMS received particular benefits, for example in giving young people a credible reason for their behaviour and also those at risk of self-harm.
- Secure care is seen as more appropriate for certain cases with MRC than without.
- Research indicates that the success of ISMS and ISSP is dependent on key factors, including: high-level management support, successful partnership working, promotion of the intervention as a disposal where appropriate, flexibility in the intervention to allow EM to be implemented, high quality staff on the scheme, support building with young people, provision of crisis support to young people, an element of increased transitional support at the end of each order.

References
INCLUDEM'S Intensive Support Services, Glasgow: INCLUDEM
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Further research is required in this area.

Finally, in order to maintain post-intervention protective factors in a young person’s life, it should be increased. This can include providing access to community resources such as employment agencies, health agencies and constructive leisure opportunities along with initiatives such as participation in restorative justice (Gray et al, 2005; Boyle et al, 2009).