

OPPORTUNITIES FOR CHANGE

Young offenders - *a problem or an opportunity?*

**Evaluation Report
May 2010**



venturetrust

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1. EVALUATION SUMMARY

The Opportunities for Change pilot programme was introduced across all five local authorities in Lothian & Borders in October 2008 and concluded in March 2010. From forty referrals, eighteen young offenders were placed on Opportunities for Change as a condition of their Probation Order. This innovative programme drew upon two key combined elements:

- Immediate and intensive support and supervision on a one to one basis (delivered in partnership by Includem)
- Personal development through group work in a wilderness setting (delivered in partnership by Venture Trust)

Key Conclusions

- Within the constraints and time limits of this programme it would suggest the group who underwent the 'Opportunities for Change' re-offended at a lower rate compared with the matched control group 50% and 75% respectively, over the same period of time. However, due to the relatively small numbers involved in both groups any direct comparison or conclusion must be treated with caution.
- As a consequence of the many factors that influence the prison population it is clear that the number of young male offenders at Polmont YOI decreased during the same period of the OfC Pilot and early indications point to that number now increasing post pilot.
- The unit cost per individual subject to the programme was £16,000. This is significantly more than funding available for a Probation Order without this additional requirement. It did offer six months continuous intervention at a supervision level not replicable in a traditional order.
- Young people benefited from immediate and intense care and the personal development of the Wilderness experience and the ability to move from one to the other when they were ready and with the full support of both organisations.
- By their use of the programme Sheriffs indicated their confidence in this pilot as an additional requirement to a Probation disposal. Both the immediacy and visibility of the pilot were influential in this increased confidence.
- Greater awareness of the needs of this offender group has been achieved.
- The pilot demonstrated the benefits of partnership working
- The programme would benefit from sustained and ongoing referrals over a prolonged period to generate the larger group numbers that are conducive to more intensive group work during the wilderness experience.
- There is a need to establish 'technical' parameters e.g. what constitutes a breach whilst attending the Wilderness experience – clear position, recognised by all stakeholders is required.

2. BACKGROUND

2.1 THE PROJECT

The Lothian & Borders Community Justice Authority Area Plan 2008-11 identified 'Transitional Services for Young Offenders' as one of its three key strategic areas of development. It was recognised that young offenders often have intractable and chaotic behaviour which leads to the use of secure accommodation and custodial sentences. Neither of these is recognised as having particularly good outcomes and they also contribute to the high rate of re-offending and multiple custodial sentences.

Through the Area Plan, growth funding was established to develop a new multi-agency model of intervention for young offenders aged 16 -18 years who were at risk of receiving a custodial sentence or being placed in secure accommodation. A working group was established in February 2008 including representatives from:

- City of Edinburgh Council Children & Families
- City of Edinburgh Council Youth Justice and Criminal Justice Social Work
- Scottish Borders Council Youth Justice Social Work
- Midlothian Criminal Justice Social Work
- West Lothian Council Youth Justice Social Work
- East Lothian Council Youth Justice Social Work
- Scottish Children's Reporter Administration
- Scottish Courts
- Scottish Prison Service
- Lothian & Borders CJA

The Working Group developed the framework for 'Opportunities for Change', a programme which could be added as a condition of a Probation Order. The innovative design of this new programme drew upon two key elements:

- Immediate and intensive support and supervision on a one to one basis
- Personal development through group work in a wilderness setting

It was recognised that there were only two leading organisations in Scotland currently delivering these specialist services - Includem (immediate and intensive support) and Venture Trust (wilderness experience). Both organisations were invited to join the Working Group and from there the Opportunities for Change programme was developed and launched in October 2008. This 6 month programme involved a requirement to engage with Includem in a one-to-one intensive support and supervision in the community over 6 months plus a wilderness-based experience with Venture Trust.

The pilot programme was introduced across all five local authorities in Lothian & Borders. Includem and Venture Trust provided local authority staff training whilst the CJA corresponded with Sheriffs and Court staff. The programme was initially for 6 months for 10 places but following approval from the CJA it was extended by a further 6 months, concluding in March 2010. This extension was to provide a further 10 places on the programme and allow sufficient time for everyone on the programme to complete prior to the evaluation.

2.2 SOCIAL WORK

Opportunities for Change was designed specifically for 16-18 year old offenders and this age group is managed by either the Youth Justice Social Work or Criminal Justice Social Work teams within each local authority.

During the pilot, City of Edinburgh Council completed a review of services for young people aged 16 and 17 which resulted in the responsibility for that age group transferring from Criminal Justice Social Work to the Children & Families Youth Offending Service Team. This was managed through staff secondment which allowed staff from both departments to develop the knowledge and skills to deliver a service to both the Children's Hearing system and adult courts from the Youth Offending service.

Youth offending is currently managed in Lothian & Borders by:

City of Edinburgh Council	-	Children & Families Youth Offending Service
East Lothian Council	-	Youth Justice
Midlothian Council	-	Youth Justice
Scottish Borders Council	-	Criminal Justice
West Lothian Council	-	Youth Justice

The Social Work role was to identify young offenders who met the criteria for the Opportunities for Change programme (Appendix 1) and complete a referral form (Appendix 2) to start the process.

Not all referrals were successful and these referrals form the Evaluation Control Group.

2.3 INCLUEM

Includem's length of intervention is usually at least one year including a period of tapered transitional support beyond the statutory order. For the purposes of OfC, Includem provided intensive one-to-one support in the community to every young person placed on the programme for up to 6 months as a condition of their Probation Order. In addition, Includem provided the central co-ordination for all referrals and the ongoing recording and reporting of individuals on the programme. The key elements of the support delivered were:

- Each young person successfully referred to the programme received immediate intensive support and supervision from the day the order was made directly from Court after sentencing.
- Includem's one-to-one relationship-based support packages were individualised for each young person where intensity related directly to persistence and seriousness of offending behaviour. Contact focus was tailored to help address the underlying causes of their offending behaviour and to access opportunities within the community in accordance with Includem's model of intervention.
- This model is a core programme of intensive support and supervision which incorporates intensive one-to-one support, pro-social modelling and stickability which is available 24/7, including access to a 24 hour local helpline and crisis call-out service for young people and their parents/carers.

- As part of the partnership approach and to ensure continuity, Includem shared with Venture Trust, on a case to case basis, the issues raised and progress made during the intensive support prior to their wilderness experience. Similarly, information was shared between the two organisations following the wilderness experiences with Includem working with each young person to ensure the lessons learnt were taken back into the community.

2.4 VENTURE TRUST

Venture Trust's role was to introduce personal development concepts to those considered stable enough to participate in group work in wilderness settings. The Venture Trust component has a particular focus on laying the foundations for participants to aspire to change their lifestyles and behaviours, and to begin to develop a belief that such a change is possible. Participants were introduced to the concepts of problem solving; consequential thinking; responsibility and accountability; as well as the motivation to move forwards positively with their lives.

3. METHODOLOGY

The evaluation of Opportunities for Change (OfC) records the outcomes of the young people who were successfully referred to the programme against the re-offending profile of the young people who were unsuccessful (control group). Evaluation has been completed by both Includem and Venture Trust using their own organisations' monitoring and evaluation frameworks (Appendix 3).

The data for the control group has been sourced from the Scottish Criminal Records Office database through Lothian & Borders Police and from Lothian & Borders Police Juvenile Liaison Officers.

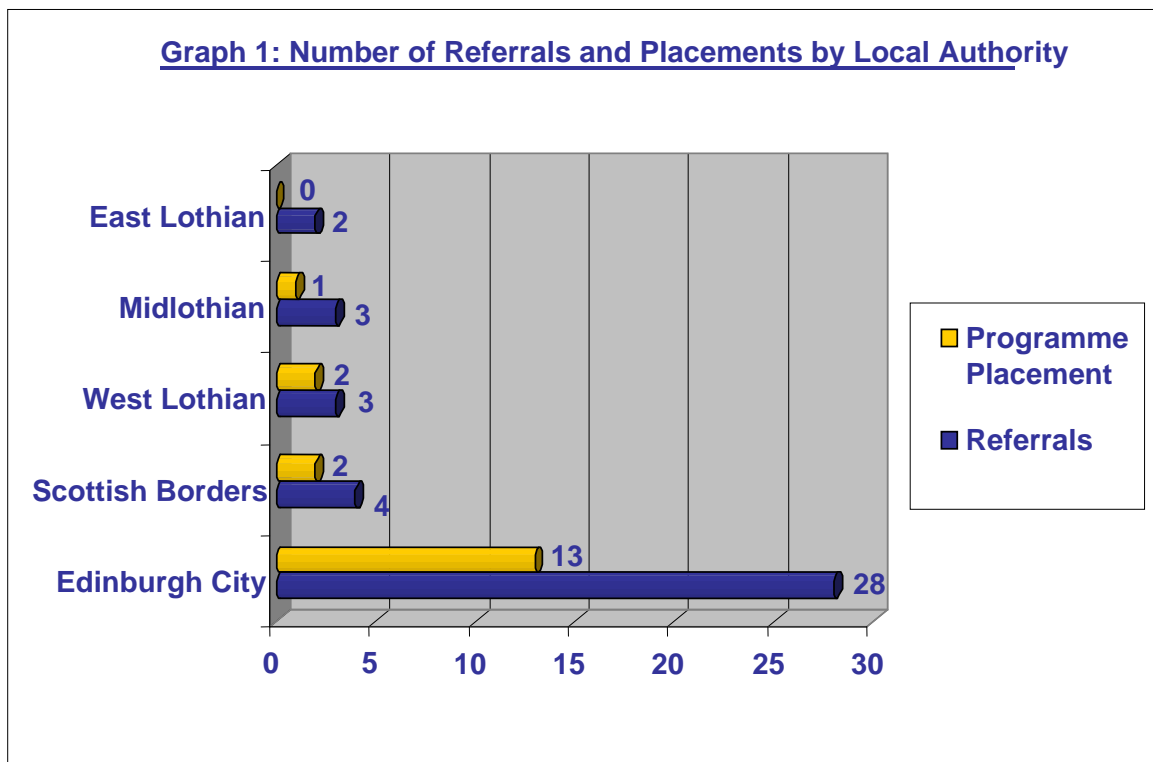
The evaluation data also includes provisional Scottish Prison Service data on the number of young people from Lothian & Borders in custody in HM Polmont YOI from April 2008 to February 2010.

4. DATA

4.1 REFERRALS

In total there were 40 referrals with 18 young people being placed on the programme following assessment and referral by the Sheriff Court. All referrals were generated through sentencing options offered to Sheriffs as an element of the Social Enquiry Reports (SER).

The referrals were received from across all five local authorities as demonstrated in Graph 1 on page 6.



Graph provided by Includem

Of the 40 referrals:

- 18 young people were placed on the OfC Programme following Social Work recommendations (Social Enquiry Report (SER)) and joint Includem and Venture Trust assessments.
- Age range – 22% aged 16 ; 50% aged 17; 28% aged 18
- 39 referrals were male with only one female referral who went on to successfully complete the OfC programme
- 2 young people recommended for placement did not result in this option (one from each of City of Edinburgh Council and West Lothian Council) and received immediate custodial sentences instead.
- 2 young people received were assessed but stated in court they did not want to engage with the OfC Programme therefore the Sheriff did not place them on the programme.
- 18 young people were assessed by Includem as not suitable (primarily due to assessed level of need/risk being **insufficient**)

4.2 UPTAKE

In total 18 young people were placed on OfC over the full period of the pilot ,of which 61% (11) successfully completed the 6 month Includem intensive support programme. Seven young people (39%) committed further offences during the programme and received custodial sentences.

The uptake varied month by month with no set pattern. During the same period the numbers of young people in custody decreased¹. Whilst there is no direct correlation that can be made between the two sets of data, it is noted that the numbers of young people in custody have risen since the pilot closed in October 2009 (Graph 2, Page 8).

¹ Provisional data provided by Scottish Prison Service for HM Polmont YOI – age group of young people in custody is from 16 – 21 years. In December 2009 40% of HM Polmont YOI population was aged 16-18.

City of Edinburgh Council had the greatest number of OfC referrals (70%) and placements (72%). This pattern is repeated in HM Polmont YOI with 70% of prisoners (December 2009 provisional data) having an Edinburgh postcode.

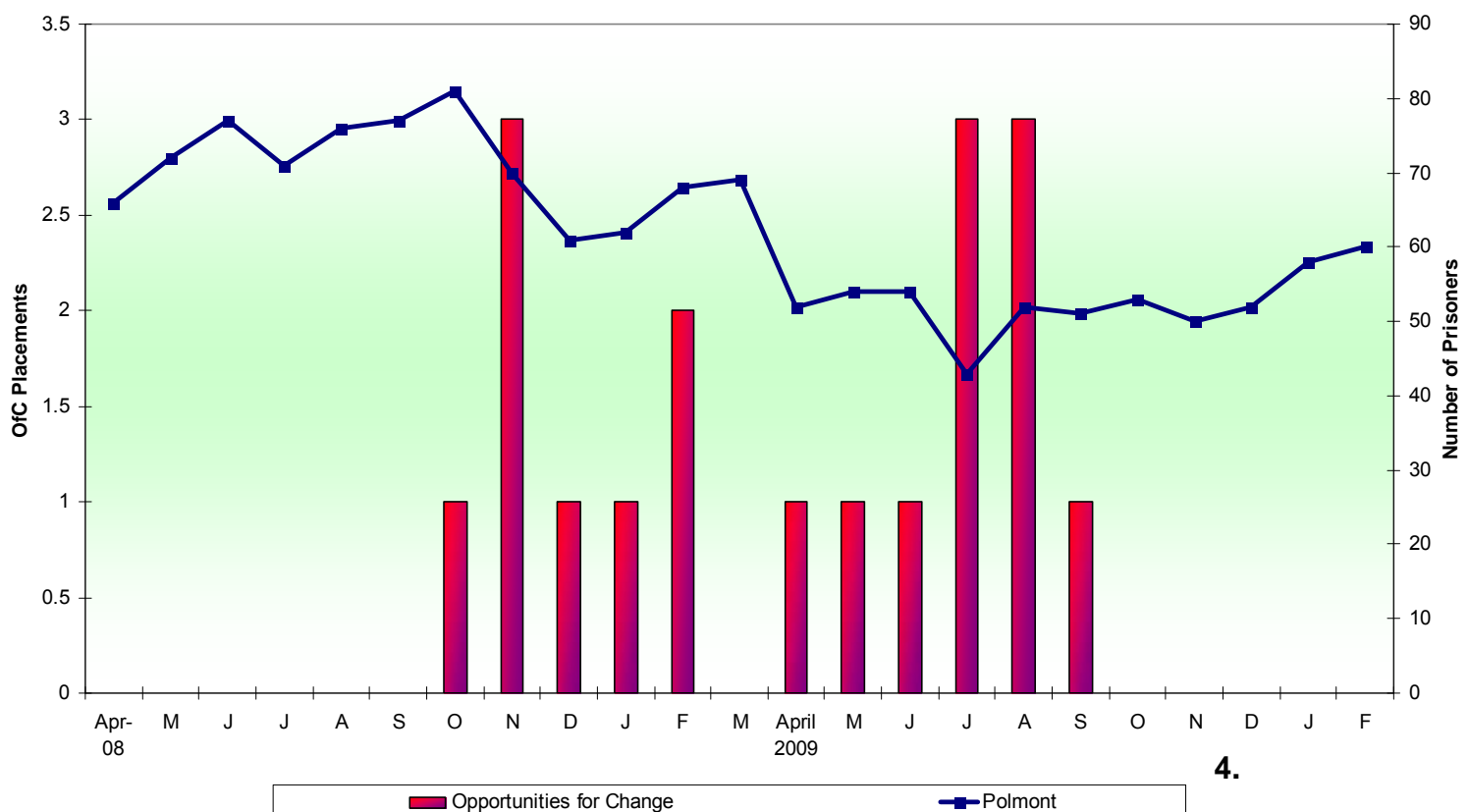
The Venture Trust wilderness development courses were adapted throughout the period of the pilot to accommodate the low numbers and chaotic lifestyles of the young people. Venture Trust recognised the need to build in greater flexibility to the wilderness course to ensure participants did not have to wait too long once they were considered ready to attend and to accommodate the young people who started later on in the pilot. Of the 13 young people offered places on the wilderness courses, 12 started. The one person who did not start had been taken into custody prior to the course starting.

Of the 13 young people offered:

- 12 started
 - 6 fully completed
 - 1 completed the basic elements but breached the 'social contract' conditions
 - 1 completed the basic elements but then disengaged
 - 1 left the course early due to issues at home but took part in a later course but did not engage with the course content
 - 2 chose not to engage with the course content
 - 1 chose to leave, influenced by another participant

Venture Trust's Outreach Team and Includem carried out follow up work with all the early leavers resulting in one participant returning to attend a later course (see above).

Graph 2: Opportunities for Change Placements and Number of Lothian & Borders Young People in Polmont



4.

5. PROGRAMME DELIVERY

As described earlier in the report the Social Work teams managing the convicted young offenders referred young people to Includem who then assessed their suitability for the Opportunities for Change programme in consultation with Venture Trust outreach staff. The programme was designed specifically for the young offenders who were faced with a custodial sentence due to their frequency and level of offending.

Fourteen of the eighteen young people placed on OfC were referred due to violent offending and an index offence of assault. Charges at referral included:

- 12 young people with charges including assault (including 1 police assault and one racial assault)
- 10 young people with theft charges (including 6 housebreaking; 3 motor vehicle thefts and 1 theft by shoplifting)
- 2 young people charged with knife possession/assault

5.1 INCLUDEM

Includem were present in Court for the sentencing of all 40 young people who were assessed as suitable for the OfC programme. The support was therefore immediate and visible for the young person and the sentencing court. Includem's Model of Practice (Appendix 4) has five key stages of intervention. Core elements focus on the fundamental importance of building and sustaining meaningful one-to-one caring relationships with young people to build trust.

Overall Includem spent over 1,600 hours delivering intensive one-to-one support with the young people on OfC and this included 745 successful contacts. If a young person refused the contact, Includem always tried to convince them to progress with the contact. Similarly, if a young person was not at home at a scheduled contact time Includem always attempted to locate them. If efforts were unsuccessful Includem alerted Social Work of non-compliance. 24% of attempted contacts were refused or missed by the young people.

Analysis of support plans and contact records (Table 1, Page 10) highlights the wide range of issues that Includem identified and supported young people with. The three most common areas of focus reflected the priority areas of the young people's risk and need were:

Education, Training and Employment – 39% of contacts

- Enable the young person to become aware of and confident in accessing opportunities for a better life through which they can contribute positively to the community.
- Support the young person to develop a plan for accessing education, training or employment; become aware of the opportunities and support available and learn key skills such as filling in application forms, interviews, time keeping and other work disciplines.

Offending behaviour – 36% of contacts

- Help the young person to gain insight into their behaviours and help them understand that some of their current behaviours are both harmful (to themselves and/or others) and ineffective.
- Help the young person develop an understanding of the risks of offending behaviour and commit to change.

Consequential thinking – 26% of contacts

- Help the young person develop their level of personal responsibility
- Help the young person improve their awareness of the consequences of their behaviour

Table 1: Analysis of Includem's one-to-one support

Focus	% of Contacts
Education, Training and Employment	39%
Offending	36%
Thinking and Behaviour	26%
Attitude	13%
Finance and Budgeting	12%
Accommodation	10%
Family Issues	10%
Lifestyles and Associates	7%
Emotional Wellbeing	6%
Drugs	6%
Relationships	5%
Alcohol	3%
Health	3%

Additionally all of the young people and their parents or main carers, had access to Includem's local helpline available 24 hours a day, 7 days a week, including immediate response in crisis situations. On referral to Includem each young person was given the number of the local helpline which they could access at anytime of the day or night to speak to a worker with whom they were familiar. This approach ensures responses fit with existing support plans. The helpline was also available to parents/carers and those associated with the care of the young person e.g. Social Worker.

The helpline provided a timely response to young people with an immediate crisis, and acted as a proactive mechanism to encourage compliance in terms of planning contacts or providing advice and information. For example, young people called to discuss their contact levels for the following week, ascertain when they have job interviews or other appointments or to seek advice due to the lack of consistent adults in their life.

When a young person or a parent/carer phoned the Helpline in the event of a crisis that they were unable to resolve themselves Includem's immediate response was to assess the level of risk, assess previous work and level of need, then deal with the crisis over the phone or arrange an immediate visit.

Profile of Helpline Calls

- All young people on the Opportunities for Change programme used the Includem helpline
- 60 helpline calls were received since the programme began in October 2008
- A quarter of helpline calls were out-with normal office hours
- High level of parental usage

Table 2: Opportunities for Change Calls to Includem Helpline (October 08 – December 09)

Reason	Young People	%
Crisis Calls	7	11%
<i>Personal Distress</i>	3	
<i>Carer's Distress</i>	1	
<i>Accommodation Problem</i>	3	
Worker Contact	36	57%
Information	19	30%
Other	1	2%
Total	63	100%

Times	No.	%
9am - 5pm	45	71%
5pm - 10pm	7	11%
10pm - Midnight	3	5%
Midnight - 9am	8	13%
Total	63	100%

Callers	No.	%
Young Person	23	37%
Parent	21	33%
Worker/ Carer	10	16%
Other	9	14%
Total	63	100%

5.2 VENTURE TRUST

Venture Trust's role in Opportunities for Change was to introduce personal development concepts to those considered stable enough to participate in group work in wilderness settings. The Venture Trust component had a particular focus upon laying the foundations for participants to aspire to change their lifestyles and behaviours, and to begin to develop a belief that such a change is possible.

Participants were introduced to the concepts of problem solving; consequential thinking; responsibility and accountability; as well as the motivation to move forwards positively with their lives.

Those offered places were asked to identify issues which had affected their lives and/or their offending behaviour in order to help in the design of course activities. Most strikingly, but not perhaps surprisingly, 55% identified a history of substance misuse and 64% a history of alcohol abuse. 55% indicated that low self esteem was an issue for them, 18% had been involved in the care system and 18% were homeless or occupying temporary/unsettled accommodation.

All were unemployed, 91% had no work experience and identified a need for education or training and 27% had no qualifications whatsoever.

Following pre-course preparation work by Venture Trust's Outreach Team, participants undertook bespoke personal development courses in a variety of wilderness locations working with Venture Trust's "Community Mobile Training Unit". Having regard to the participants' extremely chaotic lifestyles, the mobile team engaged with participants initially on a flexible daily basis, with gradual acceleration towards longer wilderness journeys lasting up to 4-5 days.

6. OUTCOMES

6.1 INLUDEM

7 out of the 11 of young people who completed 6 months intensive support were interviewed at the end of their OfC Programme. All had attended a Venture Trust wilderness experience, although 3 did not fully complete the course.

Responses to Includem's evaluation questionnaires found 'help with offending behaviour' was the issue overwhelmingly highlighted by young people as the main area in their lives they wanted to change when they began the OfC Programme. Other issues raised included, improving family relationships, reducing drug use, finding stable accommodation and accessing employment or education opportunities.

Graph 3 (Page 13), shows the proportion of young people who felt they made improvements in each area of need. Young people were asked about the significant contributing factors that helped them to make these improvements. 63% noted that Includem had helped them to make these improvements, 25% mentioned Venture Trust, 38% recognised their own role, and 38% mentioned other agencies.

Over half of young people noted improvements in the following key areas:

Offending	88% said they had improved their behaviour in relation to offending, with 63% stating they were a lot less likely to re-offend
Family Relationships	75% noted improved family relationships, which help them cope with living in the community
Practical Issues	75% commented on the practical improvements in their lives, such as being better at accessing benefits and attending appointments
Employment	63% felt they had made progress towards getting a job, both in terms of employability (i.e. motivation, attitude, and social skills) and in accessing employment opportunities

100% of young people interviewed said that Includem had helped them in some way.

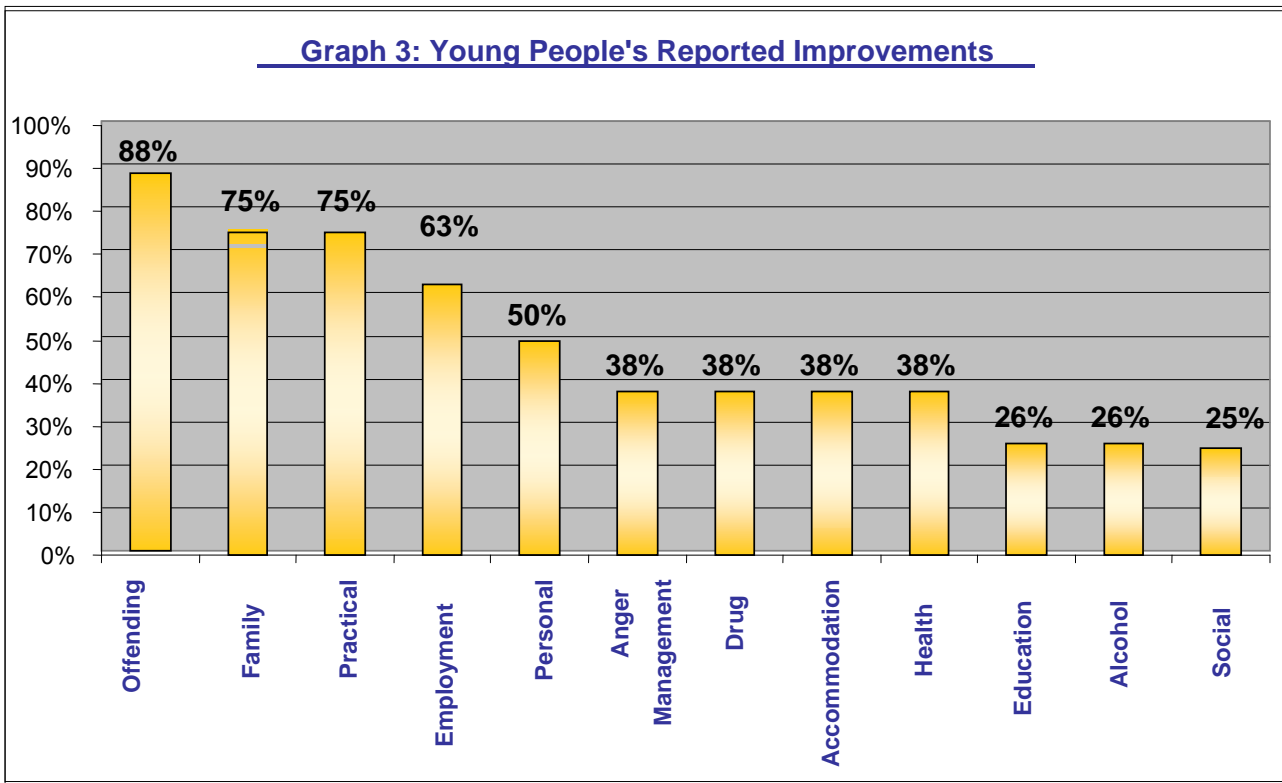
When asked, young people stated that Includem had helped most with:

- Keeping out of trouble and complying with their Probation Order
- Accessing employment/training opportunities such as Apex and Youthbuild
- Help with applying to college courses
- Help with employment benefits
- Support to obtain accommodation

Here is an example of a young person's response about how Includem's intensive support helped them:

Includem helped me by *"having faith in me"*. They helped with *"reducing my offending and drug taking, to mature and focus. Helped me to deal with life and open up. My attitude has changed. My lifestyle changed. I enjoy myself but don't go to excess. I am just about to get a flat and can see the end of my charges."*

More detailed case studies are included in Appendix 5.



Graph provided by Includem

Crime-Pics II²

The evaluation questionnaires included a “Crime-Pics II”. This is a validated tool that examines and detects changes in offenders attitudes to offending. It is commonly used to evaluate effectiveness of various interventions with offenders.

Repeated measures (at the start and end of programme) were only available for 7 young people, however findings indicated that for the most part, these young people demonstrated more positive attitudes towards offending in general, reduced anticipation of re-offending and a reduction in the young person’s evaluation of crime as worthwhile.

- 6 out of 7 young people showed improvements in their general attitude to offending.
- 5 out of 7 young people had altered their belief that crime was worthwhile.
- 4 out of 7 young people had also reduced the anticipation that they would re-offend.

6.2 VENTURE TRUST

As the tables below demonstrate, participants who have completed all phases of the course have achieved and sustained outcomes in a number of areas.

All are showing a reduced risk of re-offending and/or reconviction, increased self-confidence, improved employability and are making better use of services and

² Frude, N., Honess, T. and Maguire, M. (2009) *CRIME-PICS II Manual*. Cardiff: Michael and Associates. See www.crime-pics.co.uk

opportunities within their communities. All but one have improved relationships with family, friends and support workers.

Encouragingly, three months after taking part in the course, 4 participants have translated this into taking advantage of employment, education, training or volunteering opportunities. Only two participants have so far reached the point in time at which Venture Trust carried out a 6-month monitoring exercise; both had sustained positive destinations in employment and education/training respectively.

Table 3 – Outcomes achieved by Wilderness Participants

Outcomes achieved by participants completing Venture Trust “Opportunities for Change” courses

Latest monitoring point for participants	Number of participants at this monitoring point	Number (and percentage) of participants showing improved confidence		Number (and percentage) of participants showing greater employability		Number (and percentage) of participants showing reduced risk of reconviction		Number (and percentage) of participants making increased use of community services and opportunities		Number (and percentage) of participants improving bonds with community	
		Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
3-month post-course	4	4	100%	4	100%	3	75%	4	100%	4	100%
6-month post-course	2	2	100%	2	100%	2	100%	2	100%	2	100%
Total	6	6	100%	6	100%	5	83%	6	100%	6	100%

Employment/education/training outcomes achieved by participants completing Venture Trust “Opportunities for Change” courses

Latest monitoring point for participants	Number of participants at this monitoring point	Number (and percentage) of participants in employment		Number (and percentage) of participants in education, training or volunteering position		Total number (and percentage) of participants in employment, education, training or volunteering position	
		Number	Percentage	Number	Percentage	Number	Percentage
3-month post-course	4	1	25%	1	25%	2	50%
6-month post-course	2	1	50%	1	50%	2	100%
Total	6	2	33%	2	33%	4	67%

In addition to the outcomes recorded through the robust monitoring framework described in Appendix 3, direct and anecdotal feedback from participants has revealed the benefits of the programme. For example, some participants identified that they have benefited

from the expertise and forms of support that both Includem and Venture Trust brought to the programme through their partnership working.

One participant described to the Venture Trust Outreach Worker how chaotic her life was. She had nowhere to live where she felt comfortable and safe, and both of her parents had spent time in prison relatively recently. She was really keen to take part in the Venture Trust course after she had discussed it at length, and spoke of her desire to get away from her home environment to learn some things that would help her to get where she wanted in life – a place to live and a job, and some friends. She felt that she was at risk of moving down a “slippery path” into more serious offending if something didn’t change.

She also spoke of how important she felt it was to have some support in her home environment to work on the issues which affected her every day, as they arise, which is why Opportunities for change was ideal for her. She worked with Venture Trust to learn life skills in the wilderness and also had support from Includem before and after, back in her home environment.

“It [the Venture Trust course] was hard but it was good. It was good fun and just totally different to normal. We saw some beautiful things in the countryside and the activities were fun. Everything we did had something behind it though, something that we could learn. Nothing was done unless it was for a reason. I really liked it and would love to do something like that again. It was great being able to do that and also having support back at home as well. I was a bit unsure before but I would get anyone to do it now, it was amazing. I feel more in control of what I do now and more confident to say ‘no’ to stuff.”

The story above emphasises that the Venture Trust component offered participants time and space, away from the pressures of home, in which to find out about, learn and test new coping strategies such as thinking consequentially, to help deal with challenging situations and consider longer-term goals. Other participants echoed the importance of learning concepts and techniques such as planning ahead and taking responsibility for choices, but also valued the practical skills they developed, such as establishing routine, self-care, nutrition and cooking.

“It was different to what I thought. I thought it would be good fun and I knew it would be hard work, early mornings and stuff, but it was even better than I thought. I liked cooking on the stoves and liked the camping and all of us got on well as a group. The staff were sound and they helped me whenever I struggled. They were always giving me advice and things to think about and they really helped. I learnt about planning stuff and thinking everything through before I did it. I learnt that everything is my choice, and that will definitely help me in future.”

7. CONTROL GROUP

Data on the control group (young people who were unsuccessful in being placed on the Opportunities for Change programme) has been sourced from:

- Scottish Criminal Records Office via Lothian & Borders Police
- Juvenile Liaison Officers, Lothian & Borders Police
- Social Work Teams
- Central OfC database managed by Includem

Although 18 young people were assessed as unsuitable it was only possible to track 16 of this group as limited data was held at the outset of the pilot. The data has been kept anonymous throughout the data collection and reporting process. For comparative purposes data was also gathered for the young people who attended Opportunities for Change to establish if there was any difference in the pattern of re-offending.

6.1 Comparative data analysis

	Control Group (total 16) Post date of Referral	Opportunities for Change Group (total 18) Post start date of OfC programme
No further offending	4 (25%)	9 (50%)
Custodial sentences	5 (31.25%)	4 (22%)
Secure Accommodation	-	1 (5.6%)
On remand	1(6.25%)	3 (16%)
Probation Order	1 (6.25%)	-
Community Service Order	-	1 (5.5%)
Supervised Release Order	1 (6.25%)	-
No data available	4 (25%)	-

8. COSTS

Opportunities for Change was designed to use the combined resources and expertise of the agencies within the partnership as a direct and effective alternative to the use of secure/custodial provision. This partnership provided an individual care plan, based on assessed need, designed to control offending behaviour. It used the specialist 'wrap around' care provided by Includem, combined with Venture Trust, who delivered the wilderness-based group work programme focusing on personal development and the acquisition of appropriate life-skills. The wilderness experience was targeted at building the young person's skills, increasing their self-esteem and providing alternative activities and models of behaviour, at the same time as providing an element of respite for parents, families, communities, support agencies and the young people themselves.

Both Includem and Venture Trust were asked to prepare initial costings to run the pilot for 10 young people over a period of 6 months. These costings were submitted to the Scottish

Government as part of Lothian & Borders CJA Growth Fund application (The Scottish Government allocated £190,000 per CJA per year over three years to support their key developments established within their Area Plans 2008-11).

Both organisations submissions were approved by the Steering Group with the understanding that the initial proposal from Venture Trust would have a greater degree of flexibility built in.

Extract from Growth Bid submission March 2008:

Key Measure Area Plan 2008-11	Specific Action	Key Providers	Outcome	Procurement	Total Cost
2.4.3 New strategic development for the management of young persistent offenders aged 14*-18 years *changed to age 16 due to funding regulations	Gain approval and develop new multi-agency model of intervention for this age group providing continuity of care and respite for offenders at risk of secure accommodation or custodial sentence	1. Includem £96,264.77 2. Venture Trust £26,679	10 persistent young offenders retained in community setting in place of secure/ custodial place	Tendering not required ¹	£122, 944

¹The Scottish Government Public Sector Tendering Thresholds at 01/08 Residual (Part B Service) 24 Educational and Vocational Services or 25 Health & Social Services.

The only additional cost incurred in the start up of this pilot was related to the production of the information leaflets for Sheriffs, Social Workers and Young People/Carers (Appendix 6). This totalled £3,000 and was supported from the CJA Administration budget.

The Steering Group agreed to roll forward the project, subject to CJA approval and on the understanding there needed to be a review of the overall funding to establish if a further 20 places could be funded.

It was recognised by the Strategic Group that Venture Trust in particular (Venture Trust doubled their original planned number of courses from two to four) had run the initial 6 month pilot as 'loss leader' and the costs would need to increase for a further period of 6 months to ensure the programme was run at its true cost. The Strategic Group also recognised that Includem incurred additional costs as they provided the overall responsibility for the assessment process and presence at Court for all 40 referrals. The revised costs and the available funding resulted in the CJA approving the programme for a further 10 places only over a period of 6 months (March '09– September '09), with the programme concluding in March 2010 to allow sufficient time for everyone to complete their 6 month programme.

The funding for the second phase of the pilot was sourced from the CJA growth fund (£123,000) and through virement from the Section 27 Social Work funding (£42,500).

The costs involved were:

Includem –	£96,000
Venture Trust –	£69,500
Total -	£165,000

The total funding was therefore £288,000 for 20 places. Only 18 young people were placed on the programme equating to approximately £16,000 per person for an intensive joint Includem and Venture Trust intervention across a period of 6 months.

This group of young offenders is the most prolific in terms of re-offending and they have the most chaotic life-styles of all offenders. They are therefore the most difficult to engage with and be successful in terms of reducing their re-offending behaviour.

Appendix 1

OPPORTUNITIES FOR CHANGE Referral Process

1. INITIAL REFERRAL

Initial referral to be made to the Opportunity for Change Co-ordinator (Includem) by:

a. Sheriff requests a Social Enquiry Report (SER) with specific Opportunity for Change assessment. Court Social Worker will complete the 'Initial Screening Tool' which can be completed on-line and emailed to the Co-ordinator.

Or

b. Referral by SER Author – completion of 'Initial Screening Tool' which can be completed on-line and emailed to the Co-ordinator.

The Initial Screening tool provides a checklist facility to identify if the young person is suitable for Opportunity for Change. It is anticipated the Social Worker will have a follow up telephone discussion with the Co-ordinator to discuss the young person's suitability/circumstances etc. on 0131 652 2555.

Form to be emailed to Includem – the sender should confirm which team/person this case has been allocated to.

2. ASSESSMENT PERIOD

On receipt of the form the Co-ordinator will immediately make contact with Venture Trust.

- The Co-ordinator will liaise with the Social Worker (SER Author) and arrange a joint meeting with the young person - to be attended by the Social Worker and one or both representatives from Includem and Venture Trust.
- Venture Trust and Includem will meet the young person a minimum of three times during their assessment period.

3. REPORT

Includem will arrange for the Opportunity for Change summary report to be submitted to the SER author for inclusion in the final Court report.

4. DISPOSAL

An Opportunity for Change representative from Includem or Venture Trust will be in Court on the day of disposal for every young person that has been assessed as suitable for the programme. This is to assist with any questions regarding the programme and to be immediately available for the young person if they receive a Probation Order with Opportunity for Change.

If the young person is sentenced to another type of disposal this will be recorded by the Co-ordinator.

5. POST DISPOSAL

The Opportunity for Change representative will liaise with the Social Worker who holds the Probation Order and Action Plan and if possible attend the initial Probation meeting.

TRANSITION SERVICE FOR YOUNG OFFENDERS



Initial Screening Tool

<u>LOCAL AUTHORITY:</u>	<u>DATE:</u> dd /mm /yyyy
<u>TEAM:</u>	
<u>CLIENT NAME:</u>	
<u>DATE OF BIRTH:</u> dd /mm /yyyy	<u>COURT/HEARING DATE 1:</u> dd /mm /yyyy
Age 16-17 Yes <input type="checkbox"/> No <input type="checkbox"/> MALE <input type="checkbox"/> FEMALE <input type="checkbox"/>	<u>COURT/HEARING DATE 2:</u> dd /mm /yyyy
	<u>COURT/HEARING DATE 3:</u> dd /mm /yyyy
1. REMANDED IN CUSTODY AWAITING SENTENCE Yes <input type="checkbox"/> No <input type="checkbox"/>	
2. SUBJECT TO SOLEMN PROCEDURE Yes <input type="checkbox"/> No <input type="checkbox"/>	
3. MEETS CHILDREN'S HEARING SECURE CRITERIA FOR REASONS OF OFFENDING Yes <input type="checkbox"/> No <input type="checkbox"/>	
<u>SOCIAL WORKER :</u>	
<u>NAME:</u> _____	
<u>SIGNATURE:</u> _____	
<u>CONTACT TELEPHONE NUMBER:</u> _____	
<u>PRACTICE TEAM MANAGER/TEAM LEADER:</u>	
<u>NAME:</u> _____	
<u>SIGNATURE:</u> _____	

Appendix 3

INCLUDEM - Monitoring and Evaluation Framework

To conduct this evaluation Includem employed the following evidence sources:

- **Internal centrally stored data**

This is drawn from the Includem database and records information such as:

- Profile data (i.e. names, ages, referral information etc.)
- 'Use of Helpline' data (i.e. caller, time of call, call reason etc.)
-

- **Evaluation Questionnaires**

These are internally developed for monitoring and evaluation. Young people are required to complete these in order to identify areas of need and improvements within the following areas:

- Offending & Behaviour
- Employment & Education
- Drugs, Alcohol & Health
- Living Arrangements
- Peer Groups & Family

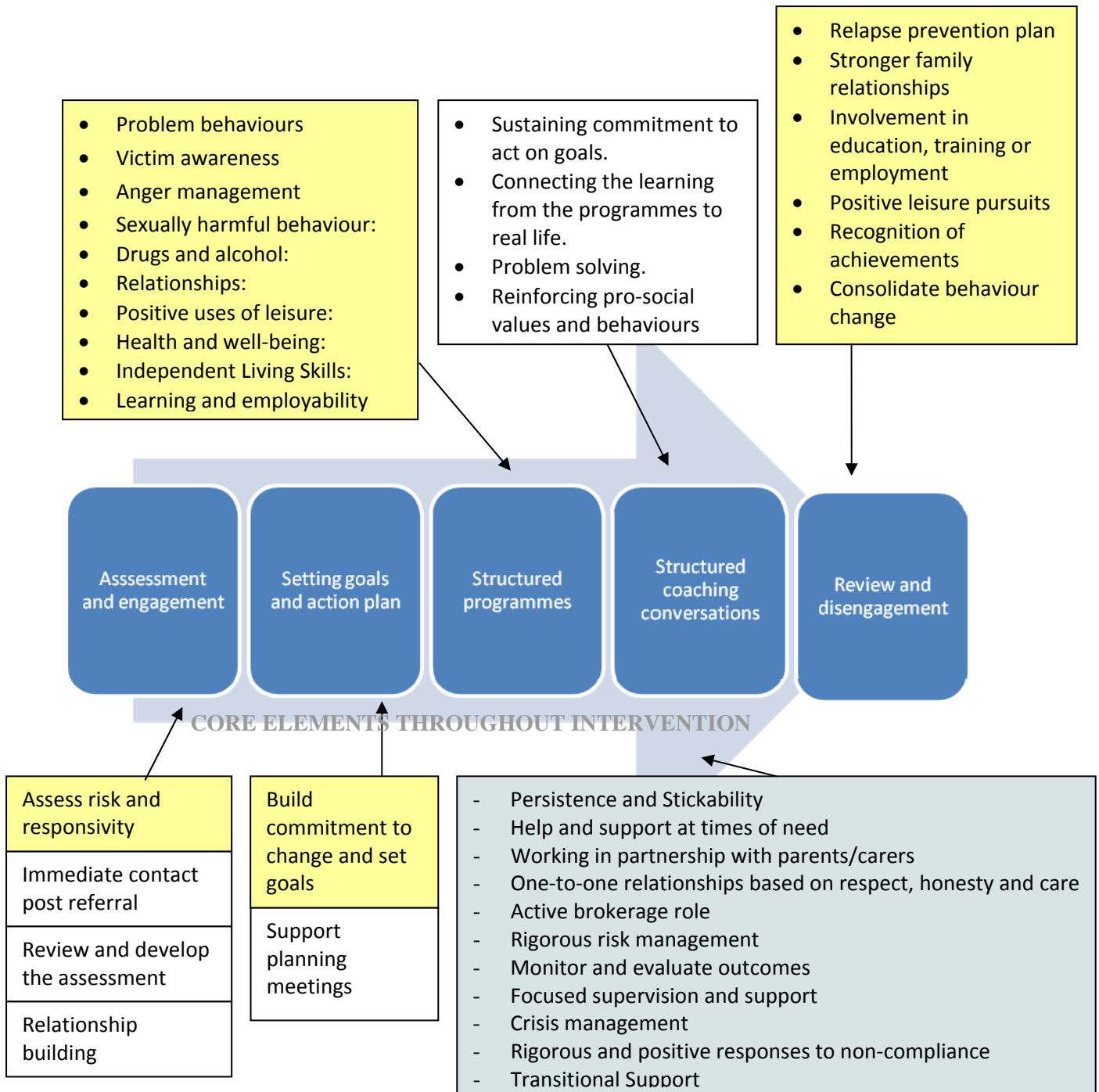
VENTURE TRUST – Monitoring and Evaluation Framework

Venture Trust uses a monitoring and evaluation framework, developed with support from Evaluation Support Scotland, which has been designed to examine how programme participants have developed as a result of Venture Trust's intervention (recognising in the case of Opportunities for Change that achievements result from the overall programmatic intervention in which Venture Trust plays a key role). The framework seeks to monitor participants' achievements in:

- Sustaining and increasing their self-confidence
- Increasing their employability
- Reducing their risk of re-offending/re-conviction
- Improving their bonds with others in their communities
- Making increased use of services and opportunities in their communities.
- Taking advantage of employment, education, training and volunteering opportunities.

The first five elements are measured on a scale of 1 to 5 (5 being the level to work towards), where each scoring level is defined by a specific, observable indicator of behaviour or situation. Venture Trust's Outreach Team members capture baseline data whilst working with young people before a course, after which data is collected immediately post-course, and thereafter at a 3 month interval. Young people's employment, education, training or volunteering status is also tracked at each interval. The primary source of data is the Outreach Team member's observations and discussions with the young people involved, triangulated with discussions with referrers (social workers and INCLUDEM staff in the case of Opportunities for Change) and with family, friends, other key-workers etc as appropriate to, and with the knowledge of, the young person involved.

Includem Model of Practice



Appendix 5

Case Studies

(All names have been changed to protect their identities)

Kirsty

Kirsty, was referred to the Opportunities for Change programme aged 18 after a history of violence related offending.

When Kirsty was referred to Includem she was homeless; consuming large amounts of alcohol; involved in an abusive relationship and had poor education and employment prospects. Includem have been instrumental in helping her see an alternative to her negative behaviours by explaining how to resolve situations of potential conflict, victim empathy and consequences of her actions.

Since working with Includem Kirsty has attended a retail course and has secured employment. Furthermore, she has reached a point where she has become confident enough to apply for training and employment opportunities and Includem have helped her to pursue opportunities to obtain a career within childcare by helping her access a college course and representing her at acceptance interviews. Includem have also helped Kirsty to obtain and establish her own accommodation and she is now living with her boyfriend.

Kirsty has not committed any further offences since starting with Opportunities for Change.

Tarik

Tarik was placed on the Opportunities for Change programme aged 17 as a direct alternative to a custodial sentence after offences of theft by housebreaking; Road Traffic Offences and assault.

Tarik is a very self-aware with great insight into the reasons behind his offending behaviour and it's relation to deliberate drug use as a trigger to commit offences. Given this awareness Includem worked with Tarik to focus on his level of accountability for this behaviour. Tarik has taken responsibility for this and has not had any new convictions since starting with the Opportunities for Change programme.

Tarik was also facing issues of homelessness due to difficulties with family relationships. Includem has worked with him, his family and the Housing Association to maintain a secure place of accommodation within the family home.

Furthermore, Tarik is attending an education course in order to obtain his building certificate and he is attending a group work programme provided by a local football team.

Peter

Peter came from a stable and loving family environment, however, began getting involved with negative peer groups and drinking alcohol. This led to involvement in fights and assaults. Peter could not control his drinking behaviour. There is no evidence of any other pro-offending attitudes so Includem were instrumental in working with Peter and his family to set acceptable behaviour boundaries such as acceptable peers and acceptable levels of alcohol consumption.

Includem worked with Peter's family and the job centre to arrange a work placement with a friend of the family. Peter has been successful in retaining this employment and has worked with his mother to budget his wages.

Appendix 6

A suite of leaflets was produced for each specific audience:

- Lothian & Borders Sheriffs
- Social Workers
- Young People/Carers

These leaflets can be viewed and downloaded in full at Lothian & Borders CJA website:

<http://www.cjalb.co.uk/news/67.html>

