

Keeping Young People Engaged

Improving education, training and employment opportunities for serious and persistent young offenders

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Executive summary

The KYPE project and evaluation

In 2002, the Youth Justice Board (YJB) secured funding from the Government spending review to establish the 'Keeping Young People Engaged' (KYPE) initiative. A partnership project led by the YJB and the Connexions Service, KYPE was intended to support the existing capabilities of youth offending teams (YOTs) to provide relevant education, training and employment (ETE) services for all young offenders, but particularly for individuals subject to Detention and Training Orders (DTOs) and those serving community sentences of Intensive Surveillance and Supervision Programmes (ISSPs).

The YJB and Connexions established a joint target to ensure that at least 90% of young offenders would be in suitable ETE during and at the end of their sentence. The main objective of the project was to enhance the resources available to local partnerships so that performance improvements would be achieved in pursuit of the 90% target. In 2003, eight Connexions frontrunner areas were selected to receive KYPE funding. In the projects' second year, a further five YOT cluster areas were allocated funding.

In undertaking the evaluation, three key aims provided an overall focus and a framework within which to draw up research activities. These aims were: to determine the effectiveness of resource funded by the project in successfully placing young offenders in ETE; to assess key components, approaches and practices to help develop an understanding of 'what works'; and to capture learning from the project in a way that would best develop the wider knowledge base on ETE and provide evidence for policy development.

In response to these research aims, the evaluation team devised a formative *process* evaluation; exploring the ways in which KYPE funding was utilised and the resources implemented. A mixed-method approach was adopted, triangulating qualitative and quantitative data to provide insights into the ongoing approaches and practices adopted by staff. Some attention was also given to the 'summative' aim of establishing the effectiveness of the funding; exploring individual perspectives about achievements and objectives met.

Implementation and development of KYPE

An examination of frontrunner and cluster proposals submitted at the outset of the KYPE evaluation demonstrated four main variations in the intended approach to delivery of resources. The approaches focused primarily on: enhancing the services for target groups of ISSPs and DTOs; allocating funding to employing frontline Connexions personal advisers (PAs) and mentors; utilising additional funding to support and enhance KYPE interventions; and ensuring continuity of existing services.

Across KYPE-funded areas, the Connexions PA was intended primarily to liaise with organisations to broker ETE provisions, while also acting as an advocate for the

young person. It was anticipated that staff would provide individual help and guidance to ensure young people would be able and ready to engage in ETE. The link mentor position was devised as a supporting role to that of the PA; offering the young person an intensive, one-to-one relationship oriented towards their holistic development. Both PA and mentor roles were deemed central to the KYPE projects.

Three 'models' of intended use of funding could be identified from area proposals. The *Enhanced Personalised Support (EPS) Model* emphasised the employment of frontline staff (e.g. PAs/mentors) to add value and improve the effectiveness and efficiency of the work being carried out with young people. The *Strategic and Additional Support (SAS) Model* promoted a joint focus on frontline staff delivery and the co-ordinated management of resources to provide a strategic framework and delivery platform for the new funding. The *Hybrid Model* sought to implement funding across a number of services including frontline staff, strategic management of services, and new resources/activities (e.g. the establishment of a support fund or staff meeting panels).

Interviews with 81 staff members from partnership areas were conducted during the first two phases of the KYPE evaluation. The data revealed that staff priorities in the early stages of the project were focused on developing inter-agency working structures, recruiting, training and inducting staff, and establishing clear roles and practices within their organisations. Staff felt that the short timescales within which implementation had to take place made adequate set up difficult. Interviewees suggested that in future, a common set of objectives among staff and managers and a cohesive overall working strategy would be vital to ensure the establishment of a framework within which to begin implementing resources.

Once in post, many staff struggled with adapting to their new work environments. There was a noted lack of adequate resources (e.g. desk space, access to the internet), particularly within young offender institutions (YOIs). In establishing their working practices, interviewees stressed initial confusion over their roles, which caused difficulties with co-workers. Inadequate management structures and a lack of overall direction made integration more problematic and it was felt that these early difficulties impacted upon the quality of the work that could be carried out with young people.

Nevertheless, a general optimism and enthusiasm existed among managers regarding the potential of the new resources. From the outset, many indicated a good understanding of the issues in their areas and had strong ideas about future development in their roles and/or teams. These ranged from personal practice-related goals, such as increasing hours spent in direct contact with young people, to broader ideas about improving access to ETE provision on an area-wide basis. Where co-working relationships between agencies had been successful, there was evidence that these relationships provided opportunities to share information and knowledge between practitioners.

In the early stages of the projects, staff had already set in place the foundations for their working practices. Some practitioners adopted predominantly case-holding posts, whereby small numbers of young people were worked with intensively. Others took up specialist roles within their teams, such as combining a youth work approach (i.e. helping the young person with personal development) with a careers advisory

approach (i.e. setting goals and aims in a personal plan). Despite these variations in roles, emerging work priorities were evident in three primary inter-related areas: putting in place the establishment of support networks by building a suitable knowledge-base and taking up job training; improving co-working within and between agencies by exchanging information and experiences; and building up a knowledge of ETE provision to increase access and negotiate the expansion of services.

KYPE on a strategic level: interviews with managers

Interviews with 22 managers and developmental post holders in Phase 3 of the evaluation revealed that staff carried out a range of practices in relation to developing working relationships within and between agencies. Many managers had introduced guidelines and protocols outlining staff roles, pushed for a presence on steering groups, and set up regular meetings with partner agencies in order to improve their abilities to assess and facilitate joint-working opportunities.

In order to improve communications between YOTs and YOIs, most senior staff sought to establish databases and information sharing practices. One particular emerging model of good practice was the development of 'transition documents'. These documents could be accessed and updated by both custody and community workers in order to ensure information remained current on each young person, with progress updated regularly. In addition, staff were able to work together to identify and put in place the necessary support mechanisms for the young person's release into the community.

Managers reported ongoing problems with the quality and quantity of local ETE provision. This reflects wider concerns identified in the literature (e.g. Audit Commission, 2004; SEU, 1999; YJB, 2006). KYPE-funded staff working on a strategic level recognised both macro and micro-level constraints as impacting on their abilities to establish adequate access to provisions for young people in the target group.

In particular, the complicated structure and targets of existing provision were noted; with agencies and ETE providers often having their own targets or organisational difficulties to contend with. Furthermore, the timeconsuming and often overly bureaucratic processes involved in organising placements in line with providers' requests (e.g. completing applications for the Education Maintenance Allowance (EMA)) was seen as a barrier to accessing suitable provisions. An additional difficulty was the perceived practices of 'selection', with providers sometimes demonstrating negative attitudes towards taking on young people in the target group. Finally, managers emphasised the problems of ensuring ETE providers adequately supervised young people during courses, while providing sufficient job opportunities following completion of the placements.

In response to these difficulties, managers sought to encourage ongoing dialogue with providers in order to increase awareness and promote understanding of the KYPE initiative. Some of the practices they developed included setting up a multi-agency forum, establishing meeting networks, and devising information packs and working protocols. While managers continued to search for provision on a strategic level, they

also recognised the contributions of practitioners in developing links and in assisting with the establishment of working relationships on an operational level.

Over the course of the project, managers found the flexibility of KYPE funding beneficial; enabling gaps in service to be resolved innovatively and allowing decisions about where monies were most needed to be made at a local level. Difficulties were also noted however. In particular, as a result of uncertainty over the future funding of KYPE, some managers reported that staff retention had been problematic during the course of the project. Most managers nevertheless reported that they would try to source new funding, as they felt that the additional resource had made a noticeable difference within their areas.

Working with young people: interviews with practitioners

Phase 3 interviews with 21 practitioners found that pro-active attempts by staff to improve levels of resources and communication had improved co-working relationships within and across areas. A need for further information-sharing between organisations was still to some degree evident however, particularly between community and custody settings. Staff meetings across various organisations and agencies and the introduction of shared databases were seen as attempts to overcome these problems.

Practitioners reported a number of difficulties in locating, accessing and sustaining young people in local ETE provisions. In response to this, the primary issues staff sought to address were: the quantity and quality of ETE provisions, particularly in relation to 'popular' courses and apprenticeships (e.g. construction or mechanics), and the practical issues of accessing ETE provisions. Two of the main difficulties noted by staff were the competition for available placements, making courses difficult to access for young people within the target group, and the adherence of the majority of college and training providers to an academic year timetable. Where full-time participation was not possible, attempts were frequently made to place the young person in short-term constructive and skill-building activities. At a practitioner level, this preparation time was also spent preparing the young person for work on a psychological and social level.

Where difficulties with external organisations were apparent, for example in terms of a reluctance to take on young offenders, this made establishing engagement opportunities for young people particularly problematic. To attempt to address these difficulties, practitioners aimed to increase communication with ETE providers on an operational level. The majority of interviewees felt that working over an extended period of time to build up positive working relationships was the most effective means of establishing trust between agencies, and ensuring that reliable and useful provisions could be set up.

Practitioners recognised that while individuals could be put into placements and told to attend, making learning a 'sustainable and worthwhile' experience is a considerably different and more complex task, ultimately involving the co-operation of practitioners and providers. To this end, staff in some areas had begun to attend regular three-way review meetings, ensuring that good communication and contact with both the young person and the provider could be maintained during the placement period. This aimed to enhance the available support to all involved and

prevent any small concerns becoming issues which may prevent the continuation of the placement.

A central tenet of both the PA and mentoring roles was the one-to-one support work carried out with young people to address personal and social barriers to engagement. All practitioners agreed that the ability to 'create a relationship' with the young person had been central to the success of their work. Young people were encouraged to reflect upon their attitudes towards learning and to take responsibility for their own goals, plans, and actions. In addition, the majority of KYPE-funded workers felt that they were regarded as a 'confidant' rather than an 'enforcer'.

Practitioners perceived a degree of conflict between the targets of getting the young people into ETE provision quickly and the reality of their often chaotic lifestyles. As such, staff tended to see full-time engagement as an over-optimistic and in many cases unrealistic goal for the target group of young people. Practitioners thus felt that for many young people, becoming re-engaged was about beginning the long process of preparation for work; obtaining motivational support and positive encouragement in order to gain the social skills and psychological stability needed to attend ETE over time.

In establishing their working practices staff had, paradoxically, ensured that the very undefined and flexible nature of the roles which caused initial difficulties among co-workers, were now widely recognised as one of the key benefits of the positions. Not having a structured or overtly constrained post had, in many cases, led to increased opportunities for role development which complemented the wider education-based work being carried out in YOTs and YOIs.

Discussions with practitioners about the PA and mentoring roles raised questions over whether the best way to improve ETE services to young people at high risk of reoffending might be to invest in two separate positions (i.e. PAs and mentors), or whether young people may derive greater benefit from a role which 'blurs' the distinction between the two positions to create a more generic worker, who would be viewed as external to the Criminal Justice System and thus able to give more mainstream personal support. The interview data suggests that the best use of resources may be to utilise the flexibility of the staff approaches to complement existing local organisational set ups and resources.

Education, training and employment trends

The Management Information System (THEMIS) returns consisting of data measuring each YOT team against performance targets are submitted to the YJB on a quarterly basis. An examination of this data over a five-year period found that while there had been an upward trend in the percentage of young people attending ETE overall, this trend masked large differences between different types of disposal. Approximately 50% of those receiving custodial sentences were in full-time ETE in the last week of their disposal, compared to roughly four-in-five (79%) of those receiving Final Warnings. This suggests that having a single ETE target across the youth justice system is unrealistic as it does not accurately reflect the reality of engagement across different disposals.

In the light of previously recognised weaknesses in recording practices of THEMIS data (YJB, 2006) and in other areas of practice such as the standardised YJB assessment tool *Asset* (Sutherland et al, unpublished; Gray et al, 2005; Feilzer and Hood, 2004), a comparative YOT analysis using THEMIS data was not perceived as an accurate evaluation measurement for KYPE. Instead a pre/post-funding analysis was undertaken; comparing each KYPE-funded YOT with itself prior to and after funding was introduced. This ensured that the issues relating to acceptable baseline data and localised criminal justice processes were held constant.

The data revealed that frontrunner areas experienced nearly an 18% increase in the level of ETE engagement for the community and custodial groups combined in the fourteen quarters. In contrast, the cluster areas experienced only half a percentage point increase. Analysis of the YOTs that did not receive KYPE funding revealed that during the 'frontrunner period' a marked increase in the level of ETE engagement was also evident. Likewise, as with cluster YOTs, non-KYPE YOTs did not make substantial increases during the 'cluster period'. This suggests a period effect, primarily dependent on the timeframe within which measurement took place. Thus, while some differences existed between the groups, given the multitude of potential intervening factors (e.g. other ETE initiatives); the overall impact that the KYPE initiative made to the level of engagement, as measured by THEMIS data, was likely to have been small.

The targeting of KYPE and a profile of those who received it

Individual level data, using *Asset* and other case-specific information for young people within the KYPE target group found that within the nine YOTs included in this element of the study, the primary recipients of KYPE-funded support were White males aged sixteen years or older.

Fifty-seven per cent of young people on ISSP or leaving custody were offered KYPE-funded support within the timeframes of the study. There were no demographic differences between those who did and did not receive KYPE-funded support. However, those who actually received assistance were more likely to have had previous experiences of community and/or custodial interventions; less likely to have any educational qualifications; and had previously not attended ETE prior to beginning their current sentence (or release from custody). This suggests that the projects successfully met their objective by targeting their resources to work with the most challenging and disadvantaged young people. However without any formal guidance it was not possible to establish whether this was being done on a systematic basis.

Young people who received KYPE-funded assistance presented with a range of problems relating to ETE. Over one-quarter had special educational needs identified; only 11% had educational qualifications at the point of release or sentence; and nearly one-third were reported to have negative attitudes towards ETE or have been permanently excluded from school. Drawing upon data from other samples of young people within the youth justice system (e.g. Moore et al, 2004; Challen and Walton, 2004) it was found that the profile of the group being worked with by KYPE-funded staff was broadly typical of other young people on DTO and ISSP.

Receiving KYPE services: the perspectives of young people

Data on 23 case studies of young people receiving KYPE-funded support during Phases 2 to 3 of the evaluation revealed that the majority of these individuals lacked educational and vocational qualifications, perceived their educational abilities negatively, and had typically unconstructive experiences of school. These findings are reflected in the wider literature on similar samples of young people (e.g. YJB, 2006; YJT, 2007). Such attitudes create evident initial difficulties for practitioners tasked with attempting to re-engage young people in ETE.

Sixteen young people received support services from a KYPE-funded mentor and seven worked with a Connexions PA. On average, each young person had been seeing their worker for five months prior to interview. The average number of *formal* recorded contacts the young person had with their worker each month was two. During these meetings, the main focus of the work tended to be on the provision of job and course information and practical assistance with ETE applications.

In addition to the provision of ETE advice, young people stressed the importance of the psychological support and guidance offered *informally* by staff. One of the most valued aspects of having a KYPE-funded worker according to interviewees was the open nature of their working relationship. Young people noted the significance of 'having someone to talk to' and saw the key to a successful working partnership as the ability of the worker to communicate with them. Ninety-six per cent of the sample said that they got on well with their worker and 22 out of 23 of the young people also thought that other individuals who might be in similar situations would benefit from the receipt of ETE support from a PA/mentor.

Sixteen of the 23 young people were engaged in ETE at the time of interview, with the vast majority having attended their placements for one to three months. Fourteen individuals thought that their work was going well and reported positive experiences. The perceived benefits of ETE ranged from opportunities to gain practical skills, to the social aspects of the job and the personal achievements of learning. However, for some young people, taking part in short-term work activities was seen less as a means of self-achievement and more to do with complying with orders or filling their time. In addition, interviewees gave little thought to future employment prospects or made long-term ETE plans.

The findings suggest that according to the young people, the main benefit of working with a KYPE-funded PA or mentor was the one-to-one support offered. In addition, the job opportunities set up by staff provided the chance to gain new skills and to enhance self-confidence in their abilities. While interviewees felt that they did not always take full advantage of these opportunities, they nevertheless recognised that their workers offered them the chance to gain transferable skills and knowledge that may provide them with ETE options in the future.

Exploring the processes and outcomes of working with KYPE

Analyses of standardised ETE data routinely held by YOTs yielded some differences in the level of support received between those who were allocated a KYPE funded worker and those who were not. Notably the KYPE group were more likely than their non-KYPE counterparts: to have an ETE target set; to receive ETE intervention while on their order; and to have more ETE appointments.

Follow-up data on the case studies highlighted that in the long term, the consequences of unauthorised absences, exclusion, offending behaviour and custodial sentences had a negative impact on the development of educational skills and experiences. As a corollary to this, it was also observed that interruptions to programmed ETE and frequent non-completion of courses disrupted and often ultimately sidelined the learning process.

For many individuals the engagement process was a long, difficult journey that started well before the young person began attending a placement and continued throughout repeated attempts at ETE participation. In this sense for many individuals within the sample, 'engagement' might be best conceptualised not as a period of ongoing participation, but rather a series of continuously changing ETE experiences. This suggests that longer term support *beyond* the end of a statutory order might be beneficial to the young people within the target group.

Of those 24 young people on whom data was available, the most common ETE situation for those in the community was unemployed, with 10 young people not engaged at the time of follow-up interview. Seven individuals were in some form of ETE, and a further four were serving sentences in a YOI where they were also undertaking ETE activities. The remaining three young people were involved in intermittent employment doing 'odd jobs' or cash-in-hand work locally.

While these recorded 'snapshots' of ETE situations serve to illustrate a particular outcome at one point in time, little insight can be derived regarding the overall impact of ETE without contextualising these experiences over a longer period. In doing so, individual case studies highlight that in addition to struggles to engage with ETE, the young people experienced a range of other ongoing difficulties including, continuous cycles of offending, drug use, peer influences, family and accommodation problems, and poor attitudes to ETE. This clearly demonstrates the challenging nature of the KYPE target group.

Young people's reflections on KYPE suggested that the services may not have facilitated massive attitudinal changes towards ETE participation, nor directly impacted on their engagement with ETE. Nevertheless, when viewed within the context of the many barriers that the young people faced in attempting to engage, improved confidence and motivation could be seen as promising indicators of a more open attitude towards the prospect of engagement, as well as the suggestion that many young people felt they had been equipped with the skills to take ETE opportunities forward. It would also appear that in some cases the KYPE funding succeeded in fostering a series of learning experiences that, while reflecting the disjointed nature of the young people's lives, also demonstrated a degree of progression.

Despite evidence of ongoing offending behaviour among the KYPE sample, in the long term, the overwhelming majority of young people felt that being in ETE would keep them out of trouble. Only two individuals did not think that being in work would make a difference to their offending lifestyles. Common responses centred on the fact that engagement would occupy their time and provide an alternative means of obtaining money. However, many young people were aware of the practical difficulties involved in altering their lifestyles; the most commonly cited were peers and addiction to drugs.

KYPE economic analysis

Cost comparisons made between KYPE-funded areas using economic measures such as overall expenditure, cost per person and a range of metrics generated from local level data, aimed to provide an idea of relative ‘value for money’ between areas. There was wide variation in terms of overall expenditure however in line with the aim of funding specific roles; the majority of expenditure was on staff costs.

Data provided by area monitoring forms allowed a number of comparisons to be made relating to the number of young people actually contacted by KYPE-funded posts and those eventually engaged in face-to-face work within each area. The area with the overall highest ranking on the measures used was Lancashire, which adopted an EPS model. This finding is consistent with the research team’s summary of the frontrunner’s organisational structure and successful implementation.

The specific model of delivery (i.e. EPS; SAS; and Hybrid) and the presence or absence of a PA in a YOI, appeared to be the two biggest influences on the measures presented in the economic analysis. However, the data available to the team limited the extent of analysis possible and therefore that one area performed well on the measures adopted belied the fact that the comparisons of cost included in the analysis came with a number of caveats about comparability and external factors. It should also be remembered that the grouping together of areas for analytical purposes does not always accurately convey the complexity of the services being offered. Ultimately the level of service provided to young people relied primarily upon the skills of the practitioners, combined with levels of already established ETE resources and the structure and organisation of project implementation.

Evaluation conclusions

The evaluation sought to explore key aspects of project implementation and delivery regarding the extent to which specific roles and resources engaged young people. In doing so, the working hypothesis developed in relation to effectiveness, was the establishment of a resource base at both strategic and practitioner levels to improve successful ETE placements for young people. The data support the view that two identifiable approaches were central to area effectiveness: the role of managers in developing strategies to access provisions and promote positive inter-agency working relationships, and the use of frontline staff both in the community and in YOIs. In particular, the provision of one-to-one support in the early preparatory stages of the young person’s engagement was viewed as an effective means of providing social and psychological support to enhance motivation and to promote knowledge about future ETE opportunities.

A body of qualitative and quantitative data was gathered in order to highlight the approaches and components that were deemed to ‘work’ for those at the frontline of services, the young people and their ETE workers. The data suggests that three specific practices were deemed as crucial to the success of KYPE: the need for a well-planned, cohesive implementation strategy and longer term funding; the provision of intensive, one-to-one holistic support for young people; and integrated services and positive networks of inter-agency communication.

The KYPE evaluation supports the wider research and policy findings regarding: the need to improve support services to engage young people in ETE; the importance of

enhancing a range of ETE provision and the access to that provision; and the development of co-ordinated working practices and multi-agency strategies. In addition, the findings suggest that KYPE-funded staff not only demonstrated an awareness of these themes within the local context, but also actively set out to address the issues through the course of their daily activities. In doing so, many staff promoted potentially successful and innovative ways of addressing many of the problems.

Within the evolving structures of the youth justice system, recent Government Green Papers (e.g. DfES, 2005b), promote a need for enhanced partnership co-operation and integrated working practices. The KYPE project highlights real attempts to take this kind of approach forward and demonstrates both the potential gains that can be made in this direction, and the time and effort it takes to move the strategy forward. In terms of frontline services, the combination of advice, guidance and one-to-one psychological support that KYPE-funded PAs and mentors carried out in their daily work, emphasises the importance of utilising a child-centred approach to addressing young people's needs. In this sense, KYPE demonstrates that many of the approaches adopted by staff during the project should remain central to future policy development.

For young people who received KYPE services, perceived changes were noted in terms of improved confidence, attitudes and ETE knowledge, yet this did not, in the vast majority of cases, bring about additional and quantifiable gains in terms of ETE engagement. It can however be argued that KYPE was never about achieving hard outcomes, but rather aimed to enhance the capacities of YOTs to increase young people's access to ETE. Throughout the evaluation there has been evidence that staff found promising ways of addressing many of the issues identified as pertinent to the needs of the young people and actively sought to promote their engagement in ETE. In this sense, the project has achieved many of its aims and objectives.

1 Introduction

Background to the KYPE evaluation

In the UK, statistics over the last decade suggest that 9% of young people aged between 16 to 18-years-old are not involved in any education, training or employment (ETE)¹ (DfES, 2000). In their 1999 report *Bridging the Gap*, the Social Exclusion Unit (SEU) identified the prevalence of young offenders among those not participating in ETE as a particular concern, and stressed the need to improve and extend advice, guidance and support. In the light of such findings, the Youth Justice Board (YJB) secured funding from the 2002 Government Spending Review, to establish the Keeping Young People Engaged (KYPE) initiative. The purpose of the initiative was to enhance ETE provisions for all young people who offend, but particularly for individuals subject to Detention and Training Orders (DTOs) and those serving community sentences of Intensive Surveillance and Supervision Programmes (ISSPs).

This introductory chapter seeks to frame the KYPE project within the broader context of knowledge about ETE and offending behaviour. It also locates KYPE within a policy framework, to demonstrate both the emergence of the project and the wide variety of work being carried out within an ETE context. The chapter concludes by outlining the ways in which the KYPE evaluation seeks to address many of the issues raised by recent research and policy initiatives.

The association between ETE and offending behaviour

The association between ETE and offending behaviour has been widely recognised within the criminological literature (Graham and Bowling, 1995; Utting and Vennard, 2000; Farrington, 1996). Research suggests that both adult (Vennard and Hedderman, 1998; McMahon et al, 2004) and young people who offend (Hurry and Moriarty, 2004) serving custodial and community sentences are considerably more likely than the general population to be poorly educated, and to have few qualifications and basic skills. Moreover, for young people who offend in particular, research suggests that permanent exclusion from school has a potentially profound effect on their offending behaviour (Berridge et al, 2001; MORI, 2004) as does educational dropout (Simourd and Andrew, 1994), conduct at school, and academic performance (Rutter et al, 1998; Robins and Hill, 1996). A study of persistent young offenders serving ISSPs also found that they frequently lead chaotic lives and have multiple education problems (Moore et al, 2004; Gray et al, 2005).

The recognition that there is a need to enhance educational skills for young people who offend has, therefore, been well documented in criminological research. The

¹ ETE is an umbrella term used in youth justice to refer to any type of school-based or alternative education, training or employment, or ETE-based programme or initiative.

desistance literature has long highlighted that ETE engagement can contribute to altering offending behaviour, most notably through social networks, positive attachment relationships and the establishment of meaningful activities and routines (Sampson and Laub, 1993; Gilligan, 2000). These claims are further advocated by research evaluations of young people who offend which suggest that where individuals improve their literary skills, gain qualifications or attend further education, training or employment, their reoffending rates are lower than their less successful peers (Hurry and Moriarty, 2004; YJB, 2003).

However, despite the potential benefits of young people's participation in programmes of educational or learning support, engaging young people with educational difficulties in the first place may be inherently problematic. Research suggests that many have additional special needs, including low family support, drug and alcohol abuse, severe accommodation difficulties and aggressive, disruptive behaviour (Hurry and Moriarty, 2004). Attempts to engage disaffected young people with ETE are therefore often complicated by the difficult task of dealing with a range of complex personal and social problems.

Educating serious and persistent young offenders

Alongside the recognised difficulties of engaging serious and persistent young offenders identified in the literature, it is important to note the wide range of policies and initiatives introduced to facilitate the engagement of this group within ETE historically. This section attempts to provide a brief summary of the ways in which policies within England and Wales have informed the education of the 'target group' of the KYPE project; young people on DTOs and ISSPs.

In the early 1990s, youth justice reforms were guided by the principles of the 'what works' literature (e.g. Lipsey, 1992; McGuire, 1995) which emerged in response to the proposed idea that there was a lack of effectiveness in custodial disposals (Martinson, 1974). Thus it was acknowledged that for young people, prison did not 'work' in relation to reducing reoffending. The introduction of the Secure Training Order (STO) reflected this 'significant shift' (PRB, 2002) away from the use of custodial sentences for serious and/or persistent offenders. A key element of the STO was that the young person served part of their order in the community, where they were required to attend supervision sessions so that they could 'learn to behave' within the community environment (PRB, 2002). The STO in turn led to the introduction of the Detention and Training Order (DTO) which was then sanctioned for 12 to 17-year-olds:

A DTO is only given by the courts to young people who represent a high level of risk, have a significant offending history or are persistent offenders and where no other sentence will manage their risks effectively.

(YJB, 2006a)

A young person would serve half of their time in a YOI, secure training centre (STC) or local authority children's home,² and serve the other half under the supervision of the YOT. In practice, this meant that YOTs would have to broker provision and provide support for young people who would have had their education or training interrupted, and who may leave custody with very little in the way of ETE opportunities. The idea was that the educational disruption caused by a sustained period of imprisonment would be lessened if half the sentence were to be served in the community. This would, for instance, allow young people to retain placements on a school roll.

Further rehabilitative measures were introduced in 2001 in the form of the Intensive Supervision and Surveillance Programme (ISSP); a multi-modal intervention designed to address the risks and welfare needs presented by persistent young offenders. One of the primary driving factors behind the ISSP was a Home Office Research Study, conducted by Graham and Bowling (1995). 'Young People and Crime' reported that young people who tended to offend persistently were not only more likely to have taken unauthorised absences and to have been excluded from school, but were also more inclined to have numerous other difficulties co-occurring alongside their ETE situation (e.g. poor family attachment).

As a result of this and other research on the link between education and crime outlined in the previous section, the YJB committed itself to promoting education as the primary intervention for young people on the ISSP (YJB, 2003a). ISSP teams were required to fill 25 hours per week of young people's time with various elements; ETE was to constitute 15 of the 25 hours available. The ETE interventions employed by ISSP teams ranged from paying for external work placements/training for post-school leavers to providing in-house teachers for school-age young people (see Moore et al, 2004:165).

Overall, these dual drives of reducing the number of custodial sentences and ensuring that young people served less of their sentence in custody were aimed at re-engaging the most marginalised groups of young people who offend; seeking to bring them back into ETE in order to enhance their future opportunities and thereby reduce the risk of reoffending.

Policies relating to the education of young people who offend

Having briefly outlined the background to the educational management of serious and persistent young offenders on ISSP and DTO, it is useful to highlight some of the specific recommendations and policies that have provided the overall working context

² While STCs are available in principle for young people up to 17-years-old, they are usually populated by young people of school age (i.e. up to 16). They house vulnerable individuals sentenced to custody in a secure environment where they can be educated and rehabilitated. They differ from YOIs in that they have a higher staff to young person ratio (a minimum of three staff members to eight trainees) and are smaller in size.

for the development of the KYPE project.³ The policies reviewed here have three main themes:

- a need for an improved service in affecting the transition from custody to community for young people who are remanded or sentenced
- a recognition that a more integrated, multi-agency and partnership working approach is required in order to improve the young people's access to ETE
- an expansion of the opportunities available to young people to access various 'learning routes' and alternative provisions.

The following section explores the extent to which attempts have been made to address the first two themes.

Promoting an integrated approach and improving the transition from community to custody

In the light of attempts to provide more effective rehabilitative links between custody and community a key policy aim was to improve the services affecting the transition for young people who are remanded or sentenced to custody. A number of recent policies have identified this issue, placing emphasis on the practical steps needed to address any shortfalls. The Offenders' Learning and Skills Unit (OLSU), first introduced in 2001 and a partnership between the Department for Education and Skills and the prison service:

...co-ordinates the development and delivery of change in the learning and skills provision for offenders, both in custody and, from 2004, in the community.

(Home Office, 2004:15)

In doing so, the organisation promoted the need to join together education and vocational training elements to further provide young people who offend with opportunities to gain valuable qualifications and skills. As well as promoting partnership working with the Prison Service, the Probation Service, the YJB and the Learning and Skills Council (LSC),⁴ the OLSU also sought to further multi-agency working with a range of other key partners.

Following the Carter report (2003) which led to the establishment of the National Offender Management Service (NOMS), the Government announced the introduction of the new Offenders' Learning and Skills Service (OLASS). OLASS was to provide a review and restructure of ETE services provided to offenders, resulting from the *Reducing Re-offending National Action Plan* (Home Office, 2004). This sought to provide:

³ However it should be noted that much of the more recent policy was introduced after the KYPE initiative began in 2003 and influenced the ongoing development and practices of the project.

⁴ Created in 2001, the Learning and Skills Council (LSC) was is responsible for the education of young people who offend.

...an early, intense focus on assessment, advice and guidance, leading to the production of an individual learning plan that will cover the offender as s/he passes through the Criminal Justice System.

(NFER, 2006)

A more specific juvenile curriculum was outlined in *The Offender's Learning Journey* (DfES, 2004) which focused on developing the skills necessary to improve significantly an offender's employability.

The overall aim of these organisations was to ensure that a smooth transition from community to custody would be available for each young person. A point further evidenced in the more recent Green Paper *Reducing Re-offending Through Skills and Employment* (DfES, 2005) which, although primarily a discussion of ETE for adult offenders, also covered work to be undertaken with 16 and 17-year-olds. This kept the need to improve continuity through the Criminal Justice System firmly on the agenda (DfES, 2005).

Increasing opportunities for alternative provisions

The third identifiable theme in recent policies concerns the need for the development of alternative education provisions. The policies have presented a clear message that 'tackling disengagement, truancy and poor behaviour at school are essential; providing motivating routes to success a necessity' (DfES, 2005a:17). While this promotes a need to address and prevent disengagement, for those individuals who may already be disengaged, the ETE field has also witnessed a range of ongoing policy changes aimed at enhancing the range of opportunities and choices beyond traditional statutory schooling. Notably, initiatives have sought to provide realistic alternatives to standard education. Such examples include:

- a work-based learning programme Entry 2 Employment (E2E), established in 2003 to help young people prepare for engagement in learning and employment
- the PLUS 'learning for skills' strategy⁵ which aims to significantly raise standards in literacy and numeracy for individuals in the youth justice system by providing young people with a flexible approach to learning enrichment⁶
- the EMA is a means-tested financial assistance scheme. First piloted in 1999 and progressively rolled out across the country, it allows young people who wish to stay on in ETE to apply for a means tested grant to support the costs of their continued education (Maguire and Thompson, 2006).

These examples illustrate an increasing recognition that a wide number of approaches and resources may be needed to help engage specific 'hard to reach' young people in learning and employment. Moreover, the 2005 *Reducing Re-offending Through Skills and Employment* Green Paper further highlighted the continued emphasis on this multi-route approach into ETE, by promoting the need to facilitate reforms within the

⁵ A partnership programme between the YJB, DfES and the Arts Council England.

⁶ This incorporates the arts and environment into study programmes.

14 to 19 curriculum to adequately provide for young people who offend. The paper suggested offering a wider range of ‘learning routes’ to better prepare the ‘least academically inclined’ for employment and also indicated that employers should have a key role in designing training programmes for young people who offend. The paper further stressed the categorisation of these young people as a ‘priority group’ when being worked with by the Connexions Service.

The development of KYPE

As outlined above, prior to the KYPE initiative particular needs had been identified regarding the importance of creating a cohesive service of support, and the provision of access to a range of alternative ETE provisions for young people who offend. The impetus for the project was a recognition that these young people were both substantially lacking in their ETE skills, and required increased assistance in obtaining access to ‘suitable’ provisions.

Within the framework of criminal justice education policy, KYPE was influenced primarily by a number of key documents introduced for effective working with disadvantaged young people. These were initially outlined in the 1999 SEU’s report ‘Bridging the Gap’. Previous to this, the White Paper *Learning to Succeed* published in the same year, outlined the Government’s vision for youth support arrangements by attempting to provide help with the practical difficulties of overcoming disengagement. Following recommendations by the SEU and ‘Learning to Succeed’, the Government sought to make learning more widely accessible. In doing so, it set out a strategy for making sure that young people received:

...help, support and guidance...to make sure that [they] continue in education and training until they are at least 19.

(DfEE, 1999: 49)

Central to this was the establishment in 2001 of the careers service Connexions, which aimed to make learning more widely accessible to young people aged 13 to 19 years in England. After consultation, the document ‘Connexions: the best start in life for every young person’ (DfEE, 2000) set out in detail the Connexions strategy for providing integrated information, advice and personal development opportunities. In the same year, the beginning of a Connexions partnership with the YJB was also set up to establish, for the first time, a shared target that at least 90% of young people who offended would be in suitable full-time ETE by March 2004.⁷

The working paper ‘Working Together: Connexions and Youth Justice Services’ (DfES, 2001) further outlined the need to promote partnership working with a range of Government services and frontline agencies. The aim was to affect an integrated approach towards helping young people who offend engage with ETE. In addition to the wider framework of partnership working, the Connexions service also included the introduction of a network of personal advisers (PAs) working directly with young people to provide links to specialist support services, information and advice. It was

⁷ As outlined by the YJB (2006b:22), this performance indicator was subsequently updated and is no longer time limited.

the need to contribute towards the progress of the joint target, combined with the dual emphasis on inter-agency working and one-to-one engagement with young people, which primarily influenced and shaped the KYPE initiative.

Accordingly, the project was intended to support the existing capabilities of YOTs to provide relevant services for all young people who offend, but, as outlined above, particularly for individuals subject to DTOs and those serving ISSPs. Connexions' initial involvement as the agent for the delivery of this service meant that young people would receive ETE support and advice from community, to custody and beyond the end of intervention from the Criminal Justice System (or until the age of 19). In particular, it was anticipated that funding could be used to enhance frontline delivery by employing and integrating PAs and link mentors into YOTs and YOIs, in order to promote links between custody and community, and to engage young people with the practical task of preparing for ETE engagement upon their release. To this end, at the start of the project in 2003, eight Connexions frontrunner partnership areas were selected to receive KYPE funding. In the projects second year, a further five new YOT cluster areas were allocated funding.⁸

Evaluating the KYPE project

The Centre for Criminology, University of Oxford, was commissioned by the YJB to evaluate the KYPE project. A detailed outline of the methodological approach and the specific activities undertaken by the evaluation team is provided in Chapter 2. However, in summary, the evaluation aimed to:

- assess how funding has been utilised within and across frontrunner and cluster areas
- map the operational and practical difficulties of establishing the initiative in areas to receive funding
- examine who have been the actual recipients of the KYPE-funded services
- explore how many young people benefited from the services and assess whether it impacted on their ETE status
- develop insights into the experiences of young people who received services funded by the project.

In exploring these aims, one of the key issues was the concept of 'engagement'. This is an inherently contested concept that can be understood on a number of different levels. For example, in behavioural terms, through participation and attendance (Steinberg, 1996), or on an emotional or a cognitive level, focusing on the psychological and motivational efforts involved (Finn & Voelkl, 1993; Newmann, Wehlage and Lamborn, 1992). For some, engagement can also be regarded as explaining successful and unsuccessful learning (Miller et al, 1996; Roeser et al,

⁸ Full details about the set up and implementation of KYPE projects within participating areas is detailed in Chapter 3.

2002). Common to these approaches however is the view that a desire and or a willingness to participate are a fundamental component of engagement in ETE.

In approaching the project, it seemed important to construct a framework within which to examine 'engagement'. With the evaluation focus on understanding the practices of working with young people, it was felt that the framework should encompass an exploration of what the concept means for young people in the target group, by discovering the context within which engagement and equally, disengagement might be occurring. This involves a particular focus on the kinds of conditions that might facilitate, or hinder, a young person's participation in ETE. The evaluation team thus aimed to provide insights into the processes of both 'engaging' individuals and the strategies involved in keeping young people engaged in ETE.

The evaluation began in 2003 and during this time has had three main phases, all of which have contributed to exploring both the explicit and implicit outcomes resulting from the funding.⁹ The project has previously presented findings to the YJB in two annual reports (Haslewood-Poscik et al, 2004; Cooper et al, 2005) and four interim reports.

Issues for implementation: findings from previous research

In undertaking project activities it was important to keep in mind the findings of recent evaluations and analyses, which reveal a range of issues in attempting to engage and sustain participation among persistent and serious young offenders. A review of the literature reveals a number of key problems faced by staff working within ETE and criminal justice. This also provides a means of comparison with the achievements and progress of the KYPE initiative. A summary is presented here of the main practical themes deemed relevant to the design and implementation of the project framework. These findings have been subdivided into two main areas:

- supporting young people who offend into and during engagement with ETE
- co-ordinated working practices and multi-agency strategies.

Supporting young people who offend into and during engagement with education, training and employment

In their review of the 42 ETE projects funded by the YJB between 1999 and 2002, Hurry and Moriarty (2004) found projects were blighted by poor attendance and high drop-out rates, with early leavers averaging around 50%. Another major study found that many young people who participated in ETE did so reluctantly and tended to move regularly between training schemes or jobs (Johnston et al, 2000). More recently, a YJB study reported that at any given time only 35% to 45% of young people in the youth justice system are in receipt of full time ETE (YJB, 2006). These findings suggest that re-engaging and sustaining young offenders in ETE can be highly problematic.

⁹ During the first phase of the project, PA Consulting also worked alongside the evaluation team and took part in the design of the KYPE evaluation.

Studies further reveal that on an individual level, problems with ETE engagement can stem from the young person's negative attitudes towards their educational ability (YJB, 2006), previous negative experiences of education and training, and fear of failure (Foster, 2006). The role of individual attitudes in facilitating engagement has also been recognised by practitioners. Stephenson (2005) found in interviews with nearly 800 education staff that the majority considered young people's attitudes and previous experiences of schooling to be the primary reasons for preventing reintegration into ETE. Recognising such difficulties, Hodgson (2002) argues that young people need help in building up a belief in their own abilities, as well as greater opportunities for their developing personal needs such as competence, confidence and experience.

The involvement of significant others during the process of educational engagement might however be a substantial factor in strengthening attachment to learning and in promoting and sustaining participation. In the corrections field more generally, recent research has illustrated a move away from the emphasis on a narrow and cognitive-behavioural 'what works' approach of ensuring effectiveness of delivery (e.g. Andrews et al, 1990), towards the role of the practitioner in addressing attitudes in inter-personal support and in promoting change (Taylor, 2000; Trotter, 1999; Burnett, 2004).

In an educational context, the 'Learning Alliance' pilot to assist persistent young offenders into ETE, identified personal one-to-one work as key to improving motivation and confidence to engage (Foster, 2006) and has encouraged the utilisation of teaching styles and learning preferences to motivate disaffected young people (Steedman and Stoney, 2004; Taylor and Gast, 2003). Furthermore, in a study to develop key principles for effective working with disadvantaged young people, Taylor (2000) highlights the need for strategies to monitor progress and encourage disaffected young people. This is further noted by Morris, Nelson and Stoney (1999) who argue for mentoring support within an organised and structured framework. In this sense, the need for ongoing intensive support and encouragement on a practical and personal basis during the engagement process is apparent. Moreover, these findings emphasise the role of well-trained and skilled practitioners in engaging young people in order to influence their participation in ETE.

Co-ordinated working practices and multi-agency strategies

At a structural level, research conducted for the DfEE found that successful strategies to enhance disadvantaged youth include adopting multi-strand initiatives, devised and delivered through well co-ordinated partnerships, and multi-agency approaches (Morris, Nelson and Stoney, 1999). Foster (2006) also found that well co-ordinated activities, good communication and joint-working, facilitate the delivery of effective services for young people. In practice however, research has continued to identify the need for better co-ordination, communication, and liaison between agencies (YJB, 2006).

Furthermore, while the need to establish ease of transition during the young person's move from custody to community has been widely recognised (Morris, Nelson and Stoney, 1999); there is also evidence suggesting poor communication and information flows between YOIs and YOTs (Foster, 2006). A lack of continuity of learning by

young people during this difficult period has also been identified (YJB, 2006). On a strategic level therefore, there is a need to ensure that adequate systems and partnerships are in place.

This brief section reports on just some of the issues affecting both individuals and agencies across the youth justice system within an ETE capacity. While this is not a comprehensive overview of the issues or findings to date, it nevertheless focuses on those themes deemed relevant to the project's overall initiatives on both a policy and research level. In particular, the review suggests a need for the improvement of support services that assist young people who offend into ETE, as well as the enhancement of both the range of provision, and the integration and co-operation of organisations in promoting access to that provision. The report turns now to look at the extent to which funding has been utilised to attempt to address many of the issues outlined in this chapter.

2 Aims and methods of the evaluation

Introduction

This chapter outlines the methodological approach used for the evaluation of the KYPE project. The evaluation forms an overall body of work designed and conducted over a three-year period by the Centre for Criminology, University of Oxford. Within this time period, the project can be broken down into three phases:

- an initial nine-month phase, evaluating the set up and implementation of KYPE funded resources within the eight frontrunner areas
- a further 12-month period following the receipt of KYPE funding for an additional five cluster areas in the project's second year
- a final 18-month period, to examine the ways in which KYPE funding had been implemented over time and to identify emerging findings and good practice.¹⁰

During each phase of the evaluation, the team sought to emphasise both the progress made and the difficulties encountered by frontrunner and cluster areas during the establishment and subsequent delivery of KYPE services. In presenting the evaluation to the YJB, regular (almost six-monthly) reports were completed in order to highlight emerging findings and to inform the development of KYPE. This final report draws together the research findings from all three phases of the evaluation.

The evaluation of KYPE: aims and objectives

The KYPE project posed particular challenges in terms of evaluation due to the broadly defined initial project objectives (see below).¹¹ KYPE may be largely conceptualised as a funding stream, providing monies for a range of initiatives rather than one specific programme. This left a wide scope for implementation within and across areas and made comparisons between approaches and practices extremely problematic (for further discussion on the implementation of funding within individual areas see Chapter 3).

In devising a methodological approach for the evaluation, the team had to take into consideration that KYPE funded resources were frequently implemented alongside existing initiatives attempting to re-engage young people. With funding providing only part of the resources YOTs used, any improvements in their abilities to engage young people could not be directly attributed solely to the KYPE project.

To ensure that an evaluation design was established which would recognise these difficulties, it was necessary to firstly consider the aims of the evaluation outlined at the start of the project. The aims provided an overall focus for the evaluation, as well as a framework within which to draw up research activities during each of the three

¹⁰ Overall, the evaluation totalled a period of 39 months.

¹¹ For a discussion of the 'evaluability' of projects, see Cabinet Office (2003).

phases of the project. In clarifying how the evaluation team interpreted these key aims, it is possible to examine the overall research approach.

As specified by the YJB, the aims were to:

1. *Determine the effectiveness of resource funded by the project in successfully placing young offenders in education, training and employment.*

According to Smith (2005), within youth justice, ‘effectiveness’ can be interpreted and understood in many ways. For example, measurement of the concept might emphasise consequences, such as behavioural change and crime reduction, or symbolic values and victim satisfaction. However, given the wide-ranging and differing utilisation of funding within KYPE, the working hypothesis developed for this project regarding effectiveness could mainly be seen as the establishment of a resource base at both strategic and practitioner levels to improve successful ETE placements for young people.

This broad definition of effectiveness requires a largely qualitative approach; exploring rich, descriptive data that help to provide understanding of individuals’ experiences and attitudes. While it was not within the scope of this study to attempt to measure further outcomes, such as the impact of re-engagement with ETE on any further offending, or other aspects of the young people’s lives,¹² it was nevertheless possible to draw information from a variety of sources to triangulate a body of in-depth information about practices and where possible, longer term engagement experiences.

2. *Assess key components, approaches and practices to help develop an understanding of what works (and what does not).*

In order to develop an understanding of ‘what works’ the evaluation sought mainly to focus on the particular processes and practices KYPE areas developed over time to engage young people. As such, the evaluation of KYPE may be considered largely ‘formative’ in nature, (Cabinet Office, 2004). Accordingly, a formative evaluation data:

...can provide evidence on the process, for instance, of how a new service is developing over time; highlighting where barriers continue to be encountered.

(Cabinet Office, 2004:25)

In the case of KYPE, this focus on the process of establishing set up and delivery was central to the evaluation. Examining the activities undertaken over the course of the project, emphasis was on the specific research and policy contexts within which the KYPE initiative was introduced, as well as the local conditions which affected the implementation and operation of the initiative. Specifically, the evaluation team aimed to investigate: how KYPE had been implemented; which aspects of the projects had been successful; and what might be learnt for future work in these contexts. Over the

¹² For a discussion of the difficulties of designing a research strategy robust enough to investigate the relationship between educational engagement and recidivism, see Tolbert (2002).

course of the project six evaluation reports were provided to the YJB by the evaluation team;¹³ all of which were made available to staff working within KYPE-funded areas. This allowed participants to learn about the ongoing working practices being carried out over the duration of the project and where necessary, to identify common problems and facilitate improvements (for further information on formative evaluations see Clarke, 1999:7-11).

Nevertheless, some attention was also given to the ‘summative’ aim of establishing the effectiveness of the funding. Although quantitative elements of investigation were employed to examine effective practice in keeping young people in ETE, the available data would have been unlikely to enable a discussion about particular cause and effects or ‘impact’. As such, any evidence of effectiveness is again of a qualitative rather than quantitative nature, employing individual perspectives about achievements and objectives met.

3. *Capture learning from the project in a way that best develops the wider knowledge base on education, training and employment and provides evidence for policy development.*

In order to attempt to ‘capture learning’, the evaluation team set out to gather a range of in-depth qualitative data over the course of the evaluation. In doing so, it was intended that insights could be developed into the perceived good practice being carried out within the KYPE-funded areas. By locating well-established and effective practices within the areas, this enabled the evaluation team to consider wider policy issues within the ETE context. It also facilitated attempts to enhance the limited evidence base in this area;¹⁴ providing recommendations at both a local level for practitioners and managers, and on a wider policy level.

In undertaking the collection and analysis of project data, during the first phase of the evaluation the aims outlined above were supplemented with a number of specific objectives. These objectives further illuminated the intention of the project board, and the intended evaluation and measurement of ‘effectiveness’.¹⁵ Where possible, the evaluation team made every attempt to address these objectives within the evaluation framework. The extent to which this was possible and the findings that can be drawn from the research data are discussed in Chapter 11.

¹³ Two of these annual reports were published on the practitioners’ portal section of the YJB website (Haslewood-Poscik et al, 2004; Cooper et al, 2005), along with the Year 2 interim report (Cooper et al, 2005a). Staff in all participating KYPE-funded areas also received copies of the KYPE unpublished interim reports.

¹⁴ See Hayward et al (2004) for a discussion of the lack of an evidence base in this area.

¹⁵ The eleven objectives were to establish: the effectiveness of the PA and Link mentor roles; the effectiveness of other emerging roles; factors affecting successful reengagement; practical/operational success; resourcing with partnership areas; the national targeting of resource; the application of Key Elements of Effective Practice; a cost-benefit analysis; effective communications; performance monitoring systems and evidence of innovation and good practice.

The evaluation methodology

In attempting to answer the key project aims, it was apparent that the evaluation would be best served by implementing a mixed-methods approach. As such, the evaluation team triangulated qualitative and quantitative data gathered from various sources across all 13 areas. Within the framework outlined above, the team devised and undertook a number of research activities during each phase of the evaluation (for the approach in Year 1 and Year 2 see Haslewood-Pocsik et al, 2004; Cooper et al, 2005 respectively). The data collection can nevertheless be summarised under six primary research activities. This section provides a detailed presentation of these activities across the three phases of the research.

Activity 1: THEMIS ETE performance data

An area of interest identified early on in the evaluation was the long-term trends in ETE. In order to investigate these engagement trends over time, the evaluation team initially undertook to analyse THEMIS ETE performance data. The YJB began collecting data on this issue in 2001 from all YOTs. In the first two years of the evaluation THEMIS data were provided on an annual basis, and thereafter, in quarterly returns. The purpose of this data was to measure how YOTs were performing against one of their key targets in this area; that at least 90% of young people who offend were in suitable full-time ETE during and at the end of sentence by March 2004.¹⁶ Within the context of the KYPE evaluation, the purpose of the THEMIS analysis was threefold:

1. To establish a baseline against which to measure future performance.
2. To identify performance trends, with particular attention to the 90% national ETE target.
3. To consider data quality issues which may add to the understanding of how accurately and reliably progress is being measured.

In order to complete this analysis, five years of THEMIS ETE data was collected over the course of the evaluation.

Use of data

THEMIS data was originally collected with the intention of analysing the impact that KYPE funding had on the provision of ETE within participating YOTs. However, it became evident that the quality and specificity of THEMIS data would not easily lend itself to such an analysis (see Haslewood-Pocsik et al, 2004:33-36; Cooper et al, unpublished: 22-23). The data were nevertheless able to provide a context within which the KYPE work was taking place; highlighting the general trends in placing young people in ETE across a range of court ordered interventions that YOTs routinely manage. In this sense, THEMIS was able to offer a consistent data measure

¹⁶ As noted in Chapter 1, this target was subsequently altered. The YJB Corporate and Business Plan details the intention to 'renegotiate the joint YJB/Connexions participation target of 90% and align it was the Learning and Skills Council's targets to ensure that young people who offend who are not in education, training or employment are better served' (YJB, 2006b:22).

across all YOTs. In presenting this macro-level trend data (see Chapter 6), a starting point for the more detailed qualitative analysis of the evaluation was provided.

Activity 2: Tracing young people under intensive community supervision and on licence through the youth justice system with respect to ETE

During the evaluation, *Asset*¹⁷ and ETE data were collected on a sample of young people from frontrunner and cluster YOTs. The rationale for this activity was to track changes in engagement to ETE and to provide information on the related risk of reoffending over time.

The evaluation team specified that data collection would take place over two separate time periods, allowing for areas to have established set up of resources. The first phase covered the period of 1 February to 30 April 2004 in frontrunner areas and the second, 1 January to 30 June 2005 in cluster areas.¹⁸ In order to collect this information, a sample of YOTs was selected on the basis that they:

- should have a reasonable number of new cases in the licence and intensive community supervision target groups every month
- should not already be part of a large number of other ongoing evaluations
- had workers in place with a full caseload during the specified data collection period.

During the first phase of data collection, it was intended that a sample of young people from Year 1 frontrunner areas would be selected from five YOTs which met the selection criteria.¹⁹ In some of the larger YOTs, cases were collected from only one or two teams, depending on where and how the bulk of the KYPE funding was invested. A similar approach was taken during the second phase of data collection from Year 2 cluster areas. In this instance, one YOT from each of the five clusters was selected based upon the above criteria. The samples were collected from a broad geographical area across England and Wales.

Within the nine selected YOTs, young people were included in the sample if they were given an ISSP or released from custody during the specified time periods. The criteria were applied to all young people, thus removing any researcher selection bias. The information gathered from each YOT included, either a start *Asset* for all new intensive community supervision cases (ISSP with either a Supervision Order (SO) or

¹⁷ *Asset* is a structured assessment tool used by YOTs on all young offenders who come into contact with the youth justice system. Its aim is to record the young person's offence(s) and any relevant personal or practical issues which may contribute to their offending behaviour, e.g. educational attainment. See <http://www.youth-justice-board.gov.uk/PractitionersPortal/Assessment/Asset.htm>.

¹⁸ The first data collection period covered only three months due to the initial nine month period of the evaluation. In Phase 2, a longer evaluation period meant that six months of data could be collected. By co-ordinating with the case diary activity (see Activity 3) this maximised the data that could be collected.

¹⁹ One YOT experienced delays in appointing new staff, despite earlier expectations to the contrary, and was excluded from the sample. This left the evaluation team with data from four different YOTs.

Community Rehabilitation Order (CRO),²⁰ but excluding bail), or a release *Asset* for all young people newly released on DTO/section 91.²¹ In total, the two phases of data collection enabled *Asset* and ETE data to be collected on a sample of 167 young people.

Collecting follow-up data over time

In order to track the young people over time and to assess the extent to which they engaged with ETE, the evaluation team sought to access data held by the youth offending services. However, by the third phase of the evaluation many young people were no longer engaged with the services, either as a result of their current age or their desistance from offending. This created practical difficulties for obtaining follow-up information.²²

To enhance the data, the evaluation team collected additional comprehensive ETE data on young people via the YOT electronic case management systems (e.g. YOIS or Careworks). This information consisted of stored case notes and contact logs which detailed the number and content of all appointments a young person had while subject to YOT intervention. Further data on the young people was also sought from the Police National Computer (PNC). This information, collected from the Home Office (HOPNC section), established which young people were recorded as being engaged with the adult Criminal Justice System past the end of the project (i.e. those who had continued offending).

From the range of data sources it was possible to see that of the 167 individuals in the original sample, 96 individuals received some form of KYPE intervention, while 71 did not (referred to from this point as the 'KYPE' and 'non-KYPE' groups). Table 2.1 below, illustrates the breakdown of the data collected during the evaluation.

²⁰ An SO is a community sentence for young people aged 10 to 17 which can last for up to three years (of which six months can be on ISSP). Specified activities, such as ISSP intensive requirements, can currently be attached to a SO for up to 90 days. On a CRO the young person is supervised with the purpose of securing their rehabilitation and protecting the public from harm or further offending. It is only available for those aged 16 and 17.

²¹ Section 91 is given to young people for the most serious offences, such as murder or rape, or those for which an adult could receive a sentence of 14 years or more.

²² Many databases, including those set up by the YJB, tend to stop recording data once young people have reached 17 years of age.

Table 2.1 Data sample sizes (max n=167)

Data	KYPE	Non-KYPE	Total
Number of young people in the sample	96	71	167
Asset 1 (either start of order or release from DTO)	92	67	159
Asset End (from end of order)	82	57	139
Young people with both Start and End Assets	82	56	138
Asset 2 (most recent Asset prior to June 2005)	32	27	59
Asset 3 (most recent Asset prior to June 2006)	16	12	28
Intervention plan	67	44	111
Contact notes from YOIS/Careworks	68	39	107
YOIS/Careworks ETE data	56	38	94
Sentencing data	77	43	120
PNC criminal histories	87	57	144

Use of data

The case data allowed a number of analyses to be undertaken, these included:

- a profile of risks and needs presented by young people included in the target group of the KYPE initiative
- an exploration of the use of alternative outcome measures for youth justice (e.g. the use of changes in risk scores over time from *Asset*)
- an examination of the extent to which intervention plans matched assessed need
- a comparison between KYPE and non-KYPE groups in each of the above analyses.

The findings derived from the analyses are presented in two chapters of this report. Firstly, Chapter 7 details a profile of the young people within the target group and compares those individuals who received KYPE services with individuals in the non-KYPE group. Chapter 9 then explores the longer term data by examining *Asset* change in ETE scores of the 96 KYPE recipients, from the beginning to end of their intervention. In addition to this information, the findings from the quantitative data in Activity 2 have been enhanced by additional data from a range of qualitative sources. These data are explored in the following activities.

Activity 3: Case diary data

As outlined earlier in this chapter, a largely qualitative methodology was adopted by the evaluation team in order to explore the working approaches utilised by staff. One

of the primary sources of data used to address research activities 2 and 3 was self-recorded 'case diaries' on staff activities.

Once KYPE-funded practitioners were established in post, attempts were made to explore staff working practices and approaches. To do so, the evaluators incorporated a case diary activity into the research. Because of the potentially timeconsuming nature of the task and the detailed nature of the data being produced, just five areas were approached to participate. All staff based within the five cluster YOTs selected for Activity 2 and funded by the KYPE project, were asked to complete the monthly diary detailing their work activities with young people. The three main aims of the activity were:

- to learn more about the range of different styles and methods of working with young people
- to learn more about the pathways of individual young people through an intervention by tracing them over a number of months
- to enhance detailed individual case studies of young people being worked with over time.

Diary data collection

An excel spreadsheet was designed by the evaluation team to include young people's basic demographic and sentencing information, a short summary of the work undertaken that month with each client, and any ETE outcomes. In addition, staff were invited to record further information regarding any significant events in the young person's life, such as further offending or breaches of order.²³ Practitioners were asked to complete and return the diary electronically on a monthly basis for a period of six months (1 January–30 June 2005). As a result of various ongoing factors, such as long-term sickness or staff changes, data were not returned by every staff member employed by KYPE. Therefore, while the case diary exercise could not be viewed as a complete assessment of all the work undertaken by the project in these YOTs, it nevertheless provided useful insights into the kind of ongoing practices being undertaken by KYPE-funded staff during the evaluation period.

Using the case diary data

In total, 11 staff completed the diaries on 138 young people. As the activity was conducted within the same time period as the *Asset* data collection (Activity 2), this provided opportunities to maximise the available data collected on each young person and 62 of the young people included in this sample were also identified in the case diaries.²⁴ This provided supplementary evidence and background information on the work undertaken with young people by KYPE-funded staff and thus provided further

²³ To ensure that the spreadsheet could be easily understood and to test whether or not staff had sufficient time to complete the activity, one area was asked to pilot the spreadsheet for a two-month period. During this time no difficulties were reported and following only minor alterations, the spreadsheet was subsequently distributed to all five areas.

²⁴ However, the case diaries revealed that staff also worked with a number of young people outside of the target group of ISSP and DTO cases and as such, young people on a range of other orders were also recorded in the diaries. This accounts for some of the variation in *Asset* and case diary sample sizes.

scope to explore the potential impact that particular services had on an individual level.²⁵

The case diary exercise, as a form of documentary analysis, has been described as a method to track processes over time and to ‘unlock the otherwise hidden history of a process’ (Cabinet Office, 2004:25). Indeed, the diaries facilitated a longitudinal element to the research design, capturing detailed information on events that happened to individuals over a period of time. It became apparent that in some areas, it was possible to conduct a limited content analysis of the data, examining the number and the type of ETE contacts and interventions accessed. Furthermore, the length of time it took for a young person to engage and disengage from services was also evident in some cases. The diary exercise was thus incorporated into the KYPE evaluation on a number of different levels and analysis is presented in Chapters 8 and 9.

Activity 4: Staff interviews

The emphasis on process evaluation evidenced throughout this methodology meant that the overall research design benefited from the use of qualitative research data. Qualitative methods, as Patton (1990:156) argues, are necessary for formative evaluations because they supply information on a specific context. The use of interviewing as a research tool in qualitative research has been widely recognised (see Bryman, 2004:319-342; Mason, 2002:62-83; Gillham, 2000) as a means of developing insights into individual perspectives. In the present evaluation, conducting interviews allowed the evaluation team to adopt an exploratory approach to the research, enabling the collection of rich, insightful data into staff practices and views.

Over the course of the project, interviews were conducted with a total of 98 staff, all of whom were being funded to some extent by KYPE. Six rounds of staff interviews were undertaken at various stages of the evaluation and a total of 142 interviews were conducted; providing a wealth of information on both the resources in place and the activities being undertaken. The aim was to utilise interview data to enhance understandings within particular localised situations. In addition however, given the wide geographical coverage of the areas, and the range of staff being interviewed, it was hoped that issues could be identified across the data to provide insights into commonalities of experience.

Data collection

KYPE-funded staff in YOTs located in each of the eight frontrunner and five cluster areas, were invited to interview by a member of the evaluation team. Where resources were in place and access was obtained, interviews were also carried out in all participating YOIs to ensure this element of the programme was represented. As the KYPE project involved the ongoing recruitment and development of various staff

²⁵ The diary exercise also had unexpected benefits for staff in the process of setting up and organising their work. Many stressed the usefulness of the diary in helping them to organise and keep up-to-date with their caseloads. As such, the exercise of completing case diaries was incorporated into staff daily practices to varying extents within a number of areas.

roles during the evaluation period, it was not possible to identify all individuals funded by the project at any given time. In this sense, no accessible sampling frame could be established for the selection of interviewees. Rather, where initial contact was made with project managers, these staff were able to direct the evaluation team towards other employees they deemed relevant to the research. Individuals were thus contacted in a process of snowball sampling (Bryman, 2004:100). Adopting this approach enabled information to be collected on the variety and quality of services being carried out by individuals in a range of posts.

One further aim of the interview research design was to re-interview staff members over time in order to gauge local changes over the course of the project. Every effort was made by the evaluation team to ensure continuity, however this was hampered by high staff turnover and changing roles in some locations. Table 2.2 below illustrates that despite these difficulties, 32 staff members were re-interviewed on more than one occasion; enabling useful insights into the ways staff had progressed or developed within their roles.

Table 2.2 Number of times staff members were interviewed

	Number of interviewees
Interviewed on one occasion	66
Interviewed two times	23
Interviewed three times	7
Interviewed four times	2
Total number of interviewees	98

Across the three phases of the evaluation a wide range of job titles were represented. Managers and PAs accounted for the majority of those interviewed, but in addition, other job titles included, ISSP staff and Resettlement Aftercare Programme (RAP) employees, educational support workers and probation officers. Table 2.3 indicates the number of interviews successfully completed with each group.

Table 2.3 Job titles of staff interviewees

Job role	Phase 1		Phase 2		Phase 3		Total
	Round 1	Round 2	Round 3	Round 4	Round 5	Round 6	
Managers	27	6	4	4	17	5	63
PAs	7	13	14	4	9	0	47
Mentors	0	2	0	7	3	8	20
Others	1	3	5	2	1	0	12
Total	35	24	23	17	30	13	142

Interviews were conducted by members of the evaluation team and took place either face-to-face or over the telephone. Where face-to-face meetings occurred, interviews were carried out either on an individual basis or within the context of a small group. For each phase of interviewing, semi-structured interview schedules were drawn up (see Appendix 1). However, given the diversity of the interview situations, the varied roles of participants and the fact that not every interviewee was in a position to answer all questions, the schedules generally served as a means of guidance during the interview process. Furthermore, the perspectives that individuals adopted in relation to these issues tended to vary depending on whether the interviewee worked in a management or operational capacity. As such, interview schedules were designed to reflect these varied experiences and to provide a clearer and more insightful presentation of the ways in which specific issues affected individuals working within different capacities.

The evaluation team also devised a provision resource survey to promote further discussion during interviews about the availability and quality of ETE placements. Interviewees were requested to complete the survey in advance and bring it with them to interview for discussion. The survey asked staff for their knowledge on locally available provisions for those of school attending age and post 16-year-olds; the provisions they most commonly referred young people to; and any specific local gaps in provision. Although this activity was not intended to provide a comprehensive overview of all the resources in place within any one area, it nevertheless provided a snapshot of the provisions individual practitioners accessed at a given point in time and thus facilitated useful information on the typical range of provisions available to staff in their daily practices, as well as the common difficulties they experience in finding placements. A total of 12 survey forms were completed; eight in frontrunner areas and four in cluster areas.

Analysis and presentation of interview data

Interview data were fully transcribed, analysed and presented at each stage of the evaluation in order to reflect upon the main issues impacting upon individuals working within KYPE-funded areas. This provided a unique insight into the processes of implementation and the delivery of services over time. In general, the interviews aimed to:

- identify important themes and issues, both positive and negative, to emerge during the course of the project set up and implementation
- obtain information about the effectiveness of particular local interventions from the perspectives of managers and practitioners and identify any emerging individual examples of good practice
- map any staff changes to have taken place since funding was received
- capture information about future plans for the further development of ETE services, and the future careers of the workers funded from the KYPE project.

The data drew on a range of perspectives at different time periods and across different geographical regions. While it is not possible to generalise as to whether the views expressed accurately represented the wider picture in relation to the set up and funding of other ETE initiatives, the data nevertheless enabled opportunities to explore themes relating to the similarities in experiences of implementing this scheme. Staff interview data are presented in Chapters 3 to 5 of the present report.

Activity 5: Case studies

Over the three phases of the evaluation a large sub-sample of in-depth case studies of young people who received KYPE services were collected. This case study material provided detailed information over time about a sample of young people who had accessed services funded by the project. It also enabled insights into young people's attitudes towards ETE and their experiences of engagement. During the KYPE evaluation, case studies were selected during each phase of the project:

- in Phase 1, six young people who had received KYPE-funded services during March 2004 were selected from frontrunner areas
- during Phase 2, attempts were made to increase the sample and an additional 10 young people selected from cluster areas were interviewed during the period (January to July 2005)
- Phase 3 included a new sample of 13 young people selected from cluster areas. Individuals received KYPE-funded assistance during January to February 2006.

The case study sample was selected through a process of purposive sampling, thus allowing for individuals to be chosen based on specific characteristics relevant to the evaluation (Bryman, 2004:334).²⁶ This enabled the research team to focus the activity on developing theoretical reflections; exploring issues from the perspectives of young people within the target group of KYPE and ensuring that the available sample typified those gathered in previous research (see for example, Moore et al, 2004). The sample was to be selected on the basis that they were:

- receiving ETE services from a PA, mentor or other KYPE-funded practitioner.

²⁶ Cases were selected from the case diaries completed by staff in Phase 2 of the evaluation. A further six case studies were selected in the first phase of the project, prior to set-up of the case diary activity.

- within the target group (i.e. in receipt of a DTO or ISSP).²⁷

In addition, to ensure that some preliminary work had been undertaken and a working relationship established, it was further requested that, where possible, staff members had worked with each young person over a period of at least a month prior to interview.

Over the three phases of the evaluation, interviews were conducted with 29 young people. Reflecting the demographics of young offenders in the KYPE areas the majority were male (26) and of White ethnic origin (25). The average age of the interviewees at the time of first interview was 17-years-old, with a range of 13 to 18 years.

Participation in the activity was entirely voluntary and researchers were dependent on the willingness of the young people to take part and KYPE-funded staff to select participants and arrange interviews. Each young person was fully informed about the nature of the research from the outset and was asked to complete a consent form prior to their participation. Interviewees were then asked questions in the form of a semi-structured interview schedule, designed to gather information on a range of ETE issues (see Appendix 1).

Table 2.5 below shows that 28 of the young people participated in a face-to-face, tape-recorded interview. Once interviews with the young person had been conducted, an interview was undertaken with each individual's KYPE worker in order to gain comprehensive data on the support and provisions being utilised for each young person. In addition, as indicated above, case diary information was also gathered on 23 of the young people for a period of up to six months prior to interview. This aimed to provide insight into the practices being undertaken with the young person during their engagement with the services. The information, together with *Asset* data on each individual, formed a comprehensive picture about the resources received, along with details on any other issues that may have impacted upon the young person's engagement. In presenting the data, each individual was given a pseudonym in order to ensure that they could not be identified.

Following up cases

In order to enhance the analysis by providing details about the young people's ETE situation over time, the evaluation team made ongoing efforts to collect six-monthly updates on each of the young people (see Haslewood-Pocsik et al, 2004:74-82; Cooper et al, 2005:81-84 for earlier updates). Due to the short-term nature of much of the work being conducted with the young people, maintaining contact with individuals proved difficult. Staff members were asked to inform the young people about the research through a letter sent out to their last known home address. The individuals were then invited to 'opt in' to an interview. As a means of incentive, individuals were offered a £10 gift voucher of their choice. As Table 2.4, below

²⁷ In total, 16 of those interviewed were on a DTO and nine on an ISSP. However, as it was subsequently found that some staff members were also working with young people on other orders (e.g. Supervision Orders) a total of four young people were interviewed from outside of the target group.

indicates, 13 young people responded to the request and were interviewed by a member of the evaluation team for a second time. Where this was not possible, staff members were asked to supply any known information on the young person's ETE situation.

Table 2.4 Number of young people interviews and updates

	Phase 1 sample	Phase 2 sample	Phase 3 sample	Total
First interview	5 ²⁸	10	13	28
Second follow-up interview	2	3	8	13
First update	6	9	13	28
Second update	5	7	n/a	12
Third update	3	n/a*	n/a	3
Fourth update	2	n/a	n/a	2
Total no of interviewees in sample	6	10	13	29

* Within the timeframe of the evaluation, it was only possible to collect two updates on young people in the Phase 2 sample and one update (after a six month period) on the Phase 3 sample.

As with staff interview data, information was used to draw out evidence on the key processes of engagement. Case studies also provided insights into the commonalities of experiences, as well as identifying specific issues on an individual level.

In Chapter 8 details are presented on the young people's views of the services they received, while Chapter 9 makes some attempt to address the longer term outcomes of the young people's ETE activities. It is hoped that these analyses facilitate insights into the common ways in which staff work to engage young people, as well as the potential influences the services may have on the young person's motivation and attitudes towards ETE.

Activity 6: Economic analysis

Economic evaluations are undertaken to give some indication as to whether the money invested in a certain project or activity has been spent wisely (Boadway and Bruce, 1984). To attempt to undertake this activity in relation to the KYPE initiative, a variety of data were collected over the three phases of the evaluation which are summarised as follows.

²⁸ The sixth individual received a custodial sentence just prior to the interview could be carried out and was not able to attend.

- An excel spreadsheet designed by the evaluation team, detailing information on actual expenditure, including running costs and staff costs. The period of data was 2004/5 to 2005/6.
- Financial information from monitoring forms devised by the YJB and submitted quarterly by each area to monitor project implementation. The forms included an indication of the throughput of young people contacted and/or worked with for more than five hours by KYPE-funded staff.
- Area proposals submitted to the YJB at the outset of the project. This provided information on the specific monies requested by each area, as well as details about the intended allocation of resources.
- THEMIS data, providing an indication of the number of young people engaged in ETE within each area.
- Grant information provided by the YJB, outlining information on allocated monies.

The data sources were used to provide an analysis of the key areas of expenditure during the KYPE initiative. This information was then linked with other more qualitative findings relating to the way in which funds were utilised in ‘delivering’ KYPE. The results of this analysis are included in Chapter 10.

Framing the evaluation

Having detailed the research aims and the ways in which data were collected and analysed, it is important to clarify how the evaluation team intended to frame the findings within an overall research strategy. As outlined at the start of this chapter, the design and set up of the KYPE project had implications for evaluation design. In particular, the allocation of KYPE funding to a variety of initiatives resulted in numerous aims and objectives, target groups and methods of delivery, for instance, some areas used the KYPE funding to extend existing provision. Furthermore, in relation to the young person’s participation in ETE, it became clear that when a young person became ‘engaged’, assessing the extent to which this engagement may have been a result of KYPE-funded work, or whether it resulted from alternative services a young person might be receiving, was inherently problematic.

In summary, as a direct result of the way in which the project was set up, an outcome-based evaluation detailing ‘hard outcomes’ (such as the effect of the initiative on reoffending rates), would not have been feasible. It was notable that the year-on-year nature of the evaluation in many ways mirrored the changing nature of the KYPE project itself. While this made it difficult to plan a cohesive, over-arching evaluation strategy at the outset, it nevertheless provided opportunities for the research team to modify and adapt the evaluation approach to the changing needs of the project. In particular, as the varied implementation strategies emerged, the evaluation team made attempts to collect a range of data sources in order to focus on developing a detailed and insightful process evaluation; exploring the ways in which KYPE funding was utilised and the resources implemented from a number of perspectives.

While the data reports on specific localised situations the findings can, to some extent, be generalised to other similar situations or populations (Seale, 1999). Moreover, following Yin (2003), the data can also be used to generate understanding of specific topics or issues, emphasising commonalities or patterns that exist across areas. The result is a study which sought to examine, as far as possible, the approaches, practices and issues to arise during implementation and subsequent service delivery of a specific initiative. The following chapters present the findings of this evaluation.

3 Implementation and set up of KYPE

Introduction

This chapter aims to explore qualitatively the ways in which KYPE funding was implemented within and across frontrunner and cluster areas. In doing so, three specific data sources have been used. These are:

- area proposals completed by staff to outline their intended use of KYPE funding
- quarterly monitoring forms submitted to the YJB by each frontrunner and cluster area
- interviews with managers and practitioners carried out during the early phases of project implementation.

The sources provide a means of triangulating the available information to present an overall picture of project implementation and service delivery within KYPE-funded areas. While the approaches identified cannot be directly linked to particular outcomes later in the projects, the main benefits of presenting this information are that it provides not only an indication of the processes and the difficulties involved in setting up a project of this nature, but also details useful background information upon which the emerging practices can be better understood. In collating the information, insights into the experiences of frontrunner and cluster areas also enable the development of particular processes or ‘models’ of work. This provides a useful means of further comparison (see Chapter 10).

Planning KYPE services

At the outset of the project, eight Year 1 Connexions frontrunner areas were selected to receive KYPE funding. The areas were chosen because they had a high throughput of the target groups and partnership-working infrastructures robust enough to increase capacity rapidly on receipt of the new resource. Central to the selection process were area proposals jointly drafted by local working parties, involving representatives of Connexions, YOTs and YOIs. Across the partnership areas, managers who drew up the proposals and who oversaw implementation of the project varied. In some areas, one organisation primarily drove the agenda forward (e.g. the local Connexions Service or a YOT), with varying degrees of involvement from other parties. In other areas, close working relationships between key figures resulted in a shared leadership on proposal and implementation issues (e.g. between some Connexions Services and YOTs and/or Connexions Services and YOIs).

The eight Year 1 partnership areas were coterminous with 37 YOTs. Most, although not all of the YOTs within the eight areas received resources as part of the project. Some of the nine YOIs which became part of the project were outside the boundaries of the partnership areas. In these cases, their involvement was decided on the basis of local priorities, such as the high proportion of young people on DTO being released into the partnership area from the YOI.

During the period between the set up of Year 1 partnership areas and the planned rollout for the second year of the project, the Connexions/YJB national partnership ended following the withdrawal of DfES support. This was as a consequence of changing policies on supporting young people which emerged from the *Youth Matters* Green Paper (DfES, 2005b), and resulted in the next phase of KYPE being rolled out through YOT partnerships. As such, in Year 2, five new YOT cluster areas received KYPE funding directly. The selection was based on their high throughput of the target ISSP and DTO groups, along with mid-ranking performance against the 90% ETE target. Again, the cluster areas were asked to submit proposals outlining their intended use of funding. Despite the absence of Connexions involvement in Year 2, it was felt that the selection of YOTs by Connexions LSC areas would be maintained.²⁹ The clusters were coterminous with 24 YOTs and one YOI. As with frontrunner areas, most clusters aimed to ensure that each YOT received a share of the resources.

Examining KYPE proposals

This section presents a brief content analysis of the KYPE proposals designed by participating areas at the start of the project. The aim of the analysis is to highlight the similarities and differences in the approaches adopted, as well as the types of considerations that areas had to work through during the early stages of the project. Across frontrunner and cluster areas, the proposals varied considerably in the level of information presented about the ways in which funding was to be utilised, along with the practical implementation considerations. In analysing the data, area proposals were primarily examined for the following information:

- details on the inter-agency working arrangements in place to meet the 90% target
- explanation as to how the extra funding would be used to meet the ETE needs of young people
- information on the approach to recruitment
- descriptions of any additional resources from other funding sources.

Participating areas were also asked to provide specific details on how the extra resource would be managed and supported, including:

- information on the roles and responsibilities of the new staff roles and their management
- details on the new resources which would be brought in with the allocated funding.

²⁹ Connexions partnerships have since experienced ongoing change and in 2005, the *Youth Matters* Green Paper announced that ‘in the light of wider *Every Child Matters* and 14-19 reforms, it is important that we integrate Connexions with a wider range of services at local level’ (DfES, 2005b). As part of the ‘Change for Children’ agenda, it was anticipated that the services would devolve to local authorities, working through children’s trusts, schools and colleges and commissioning services to a larger number of organisations. This issue is further discussed in the conclusions chapter.

The proposals could not, however, be used as a comprehensive plan or established framework for the use of funding. For example, opportunities to utilise local funding streams in conjunction with the KYPE monies may have emerged at any time, potentially altering the direction of the project. Moreover, it was not always the proposal writer who subsequently implemented the funding strategy and as such, influences from other participating organisations or managers may have also caused staff to alter their intended project direction. In order to ensure that a more accurate picture could be established, additional data regarding the utilisation of funding and area progress was sought from quarterly monitoring forms, submitted during the early stages of implementation. These forms, devised by the YJB at the start of the KYPE project to monitor implementation progress, provided continual updates on the progress of frontrunner and cluster areas over the course of the initiative and presented information on the main aims and set up of project resources. Specifically, monitoring form data provided information on the following areas:

- recruitment of resources funded through the project
- the overall approach to improving ETE in the partnership and the strategies employed
- potential barriers to performance or local area shortcomings.

The proposal and monitoring form data thus provide sufficient information to present an overall indication of the type of work, or the ‘model’ of implementation and practice that areas sought to provide. The following section explores the main features of these models of implementation.

Main features of area implementation plans

The KYPE project was broadly conceived of as a way of providing additional resources to help young people who offend engage with ETE. The main aim was to contribute to the Connexions/YJB joint target of ensuring that at least 90% of the young people would be in suitable ETE during and at the end of sentence. For some areas, this meant the development of new services, while for others the project was an opportunity to supplement existing work that was already being undertaken by staff to meet the target.

While areas were encouraged to devise their own models of delivery using KYPE monies, funding for partnerships was primarily intended to resource three specific roles to ensure that frontline delivery was targeted at the priority groups of young people on DTOs and ISSPs. These roles were:

- Connexions PAs seconded to YOTs
- Connexions PAs seconded to YOIs
- Link mentors and volunteer Link mentors as delivery staff supporting PAs within YOTs.

In addition to these frontline positions, areas were also encouraged to make strategic appointments where necessary. Yet in practice, individual area proposals presented a range of local-based models for enhancing ETE provision. Although varied in their design, it was possible to identify four distinct overall approaches.

Table 3.1 summarises the extent to which each of the 13 areas chose to implement these funding strategies.

Table 3.1 The proposed use of KYPE funding, as specified in area proposals

Areas	Enhancing services for target population (DTO and/or ISSP)	Allocating funding to frontline PAs/ mentors	Utilising additional funding/ resources to enhance KYPE intervention	Ensuring continuity of existing service posts
Frontrunner areas				
Birmingham and Solihull	✓	✓		
Central London		✓	✓	
Greater Manchester	✓	✓	✓	
Lancashire	✓	✓	✓	✓
South Central	✓	✓	✓	
Tyne and Wear	✓	✓		
West of England	✓	✓		✓
West Yorkshire	✓	✓	✓	
Cluster areas				
Black Country	✓	✓		
South Wales	✓	✓	✓	
Merseyside		✓	✓	
Tees Valley		✓	✓	
South Yorkshire	✓	✓		

Enhancing service for sub-populations (ISSP/DTO)

Table 3.1 illustrates that 10 of the 13 partnership areas explicitly outlined that they would focus their additional funding on targeting sub-populations of young people. In line with the intended focus of the KYPE project outlined above, this involved enhancing the provision of services for young people on ISSP or DTO sentences.

Increased provision took place both within the YOI and the community environment. For example, in one area, a specific focus on those young people on ISSP involved the planned set up of a scheme for prolific young people who offend receiving short DTOs, and who may have had a history of failure on previous periods of ISSP. It was anticipated that a team of staff would be employed to work individually with young people from the start of the detention element of a sentence, in order to facilitate joint working arrangements with other professionals and providers, and to ensure arrangements would be well advanced by the time of the young person's release. In other areas, it was intended that PAs would be physically located in YOIs in order to begin working with young people in custody.

However, while areas applying for funding could focus solely on ISSPs and DTO cases, there was also an implicit assumption that benefits could be dispersed among other young people also involved with the YOT. As such, the remaining three areas did not specify that their resources would be targeted specifically at these young people.

Allocating funding to employ frontline PAs and mentors

The expansion of frontline resources was perceived as central to project implementation, with the provision of additional staff being incorporated into all partnership areas. There was however a degree of variation between areas as to the extent to which these resources were developed. In all but one area, the primary focus of the project was directed towards increasing PA provision to provide greater individual intensive guidance (see also Table 3.2, below). In six areas, new PA posts were created both in the community and within a YOI, thus providing an overall enhancement of frontline services.

Most commonly, strengthening of the PA resource was not the exclusive aim of the project but was rather linked into increased use of other new posts across the region. In particular, in five areas where the focus was on enhancing practical intensive interventions both PA and link mentor resources were increased.

In total, eight areas chose to employ the use of mentors working with YOTs in order to improve provision of service and in some cases to support and supplement the work of PAs and/or other YOT workers. The primary aim of introducing this provision was for mentors to take on some of the one-to-one engagement directly with the young people.

Utilising additional funding to supplement KYPE

Utilising additional monies from funding streams enabled eight areas to enhance and supplement the KYPE funds. This included, for example, the proposal of funding or joint-funding staff members already in post in order to extend contracts. Attempts were also made to place KYPE resources within local ETE programmes and specialist support provisions set up by YOTs, thus impacting upon the overall level of services offered.

Ensuring continuity of existing service

As noted above, the 13 areas had a variety of existing ETE arrangements already in place at the start of the project. Where established provision was already in place to some extent, the additional funding could be used to expand resources, develop consistency, and to strengthen and enhance these provisions. Moreover, adopting this funding approach followed one of the KYPE proposal objectives which sought for staff to capitalise upon the experiences gained through previous work conducted at a local level.

In the two areas that sought to fund the continuity of service, identified needs and gaps in provision had been recognised. As such, attempts were made to address these shortfalls. While one area aimed to broadly enhance ETE resources across both community and custody, the other area focused on ensuring the continued service of a specific resource (e.g. Link mentors). In these instances, staff already in post benefited

from the new resources by having their contracts extended, or where a more senior internal position was created, it offered an opportunity for career development.

Models of implementation: utilising the funding in practice

Having briefly outlined the different approaches taken by partnership areas, it is useful to examine more closely what this meant in terms of the recruitment of new staff. The proposals also provided more specific details about how the funding would be used within each area. Table 3.2 summarises this information.

Table 3.2 Specific resource implemented from funding

Areas	Placing PAs/ mentors in YOTs	Placing Pas in YOIs	Setting up mentors/ support workers (directly or via schemes)	Employing additional frontline ETE staff	Employing strategic post holder(s)	Other activity/ resource
Frontrunner areas						
Birmingham and Solihull	✓	✓	✓		✓	✓
Central London	✓					✓
Greater Manchester	✓	✓	✓			
Lancashire	✓	✓	✓	✓		
South Central	✓				✓	
Tyne and Wear		✓		✓	✓	
West of England	✓	✓				
West Yorkshire	✓	✓	✓		✓	✓
Cluster areas						
Black Country	✓	✓	✓	✓	✓	
South Wales	✓		✓	✓	✓	
Merseyside	✓		✓	✓	✓	
Tees Valley				✓		
South Yorkshire	✓		✓		✓	✓

Personal adviser

The development of the PA role was central to project implementation, with increases in PA resources taking place in the vast majority of areas. As Table 3.2 illustrates, PAs were integrated into YOTs in seven frontrunner and four cluster areas, while PAs were integrated into YOIs in six frontrunner areas and one cluster area.

While there was a degree of variation between areas as to the extent to which these resources were developed, the primary focus of the project was directed towards increasing PA provision to provide greater individual intensive help and guidance. The

Connexions PA's role is broadly intended to ensure that the needs of individual young people are met, so that they are able and motivated to engage effectively in ETE opportunities. In practice, this meant that the PAs would work on a number of levels, for example liaising with organisations to broker provisions, while also acting as an advocate on a one-to-one basis. In addition, as noted in the wider literature on Connexions PAs (Joyce and White, 2004:17) it was intended that the staff would link young people with a range of support options and, where necessary, enable their referral to more specialist services.

Mentors/support workers

In those areas where the focus was on enhancing practical intensive interventions, link mentor resources were implemented in addition to PAs. Overall, it was anticipated that mentor support would be incorporated into frontrunner and cluster areas to provide additional resources for young people. In total, link mentors were placed in eight areas in order to improve the provision of service and in some cases to directly support and supplement the work of PAs.

The mentor role has been conceptualised as a one-to-one relationship offering support through a transition phase (Philip and Hendry, 1996). More broadly, mentoring has also been described as oriented towards developing the young person and not just addressing the current problems they face (Tarling et al, 2001). As with the PA role, mentors were also essentially viewed as a flexible provision which could be adopted to fit the needs of individual KYPE-funded areas. Mentor posts ranged from carrying out work on a sessional basis to full-time employees. Some funding also went to establishing mentor schemes which utilised the help of paid and voluntary staff.

Employing additional frontline ETE staff

In addition to mentoring, other new support roles were also introduced in six areas. For example, in one area, the development of a new project enabled sessional education workers to assist young people in retaining ETE placements. It was anticipated that the new staff would work in tandem with other practitioners and organisations to support individuals in a range of needs. In another area, a community liaison co-ordinator was employed to work alongside PAs and specialised ISSP workers, in order to secure ETE placements. Additional new frontline staff included placement support officers, who worked with PAs to provide more intensive one-to-one help.

In this sense, while the job titles varied somewhat, there was a common theme of promoting and developing young offenders' access to and increased knowledge of provisions. Staff tended to work alongside and often directly with PAs/mentors with the intention of offering a more comprehensive, cohesive service for young people.³⁰

Managerial posts

One of the main aspects of the KYPE project was to develop information sharing and inter-agency working across areas. As such, management posts were devised in eight

³⁰ The issues of defining staff roles and examining the extent to which frontline post holders are largely fulfilling similar types of work is discussed in detail in Chapter 5.

of the 13 partnerships. These resources were used to develop networks of communication and strengthen working relationships between agencies. The managerial posts differed somewhat in their job titles and included for example, provision liaison co-ordinators, with a particular remit to promote and develop learning opportunities for young people across the region, as well as ETE managers, who aimed to oversee and improve ETE performance, commission new services for young people and locate new funding opportunities. Within their job remits, the degree of line management and staff supervision tasks varied. However, despite these differences, a common feature of these roles was the focus on project co-ordination.

Other activity/resource

While there was evidence of attempts to increase the levels of intensive support on an individual practice and managerial level, four partnership areas also decided to incorporate a broader element to their proposal and were particularly innovative in their use of funding. Notably, two areas had plans to introduce a support fund in order to overcome financial barriers to accessing ETE. In these cases, PAs could have access to a flexible resource, enabling young people to obtain work-related resources or equipment to enhance their employability skills. In another two areas, funding was to be contributed to already established projects and models of working. In the first frontrunner area good practice utilised already within the YOT provided an incentive to introduce meeting panels, whereby outstanding needs and gaps in provision could be addressed. In the final area, young people who offend were to be offered opportunities to access bridging provision, to support them to make the transition into mainstream ETE provision. It was intended that this would fund, for example, workshops as well as a wide range of activities.

Area models of KYPE

In collating the data on general approach and introduction of resources, it was apparent that despite the wide-ranging scope for developing resources to assist with locally-based ETE issues, a number of similar approaches or practices were adopted by areas. With this in mind, ‘models’ of implementation were devised. Table 3.3 outlines the three specific models identified.

Table 3.3 Area models of KYPE funding

The Enhanced Personalised Support (EPS) Model

Areas: Greater Manchester, Lancashire, West of England, Tees Valley, Central London

- Focus on employing frontline staff to improve the effectiveness and efficiency of the practical advice work being carried out on a one-to-one basis with young people.
- Utilise the KYPE funding to deliver an additional or improved service in a way that brings added value to the existing service delivery.

The Strategic and Additional Support (SAS) Model

Areas: South Central, Black Country, Merseyside, South Wales, Tyne and Wear

- Joint focus on frontline staff delivery to provide the EPS services in one-to-one work with young people and the co-ordinated management of resources to provide the strategic framework and delivery platform for the new funding.

The Hybrid Model

Areas: South Yorkshire, West Yorkshire, Birmingham

- Implementation widely distributed across a number of services including: developing and strengthening frontline staff to improve the delivery of services; improving the strategic management of services and implementing new resources/activities.

These broad models provide an overview of the main areas in which KYPE funding was to be used. As the above table indicates, this ranged from the focused employment of frontline staff, to a more diversified approach, distributing resources across a range of services. However, in order to explore the ways in which these models were implemented and to learn more about the set up and organisational practices, it is useful to turn to the staff interview data.

Experiences of project implementation

In addition to the information provided in the area proposals and monitoring forms, the evaluators arranged face-to-face interviews with representatives from frontrunner and cluster areas during the early stages of their implementation. These interviews provided insights into the development of resources and raised a number of issues that may have contributed to the effectiveness of the new services. In total, across all 13 KYPE-funded areas, 99 interviews took place in the first two phases of the evaluation. This included 64 individuals from frontrunners and 17 staff working in cluster areas.³¹ Across the areas, the following staff members were interviewed:

- 41 managers
- 38 PAs
- 11 ‘other’ staff (including ISSP practitioners and RAP employees)
- nine mentors.

The interview findings were not intended to provide a detailed account of the implementation of the projects (e.g. how and when individual workers were recruited), since the implementation monitoring process was operated by the YJB for this purpose. Rather, the aim was to identify important themes and issues, both positive and negative, to have emerged during the course of the implementation. Findings have already been reported in-depth within the Year 1 and Year 2 reports (Haslewood-Poscik et al, 2004:15-32; Cooper et al, 2005:45-64, respectively). The following sections integrate these findings with the information presented in the proposals to draw out some of the issues dealt with by staff and to summarise briefly the main approaches to implementation adopted by areas.³²

During the early stages of the projects, most areas were either in the process of recruiting new staff, or finalising and developing the roles of these staff. As such, the findings can be summarised under the following three themes:

- developing partnership and inter-agency working structures
- recruitment, training and induction
- establishing staff roles and practices.

³¹ The bulk of interview data was collected in the first phase of the project during which time only frontrunner areas were in receipt of KYPE funding. As such, the majority of staff interviewed in the early stages were from these eight areas. In addition, the numbers of interviewees do not correspond with the number of interviews conducted. This is due to the fact that 18 individuals were interviewed on more than one occasion. See Chapter 2 for more details.

³² During chapters where interview data is presented, the participating areas within which specific work activities have taken place are kept anonymous. This allows the identity of staff members to be protected.

Developing partnership and inter-agency working structures

Many of the issues raised by staff in the initial interviews were to do with issues of partnership working. From the very start of the project, difficulties arose with regards to how organisations would ‘fit’ together within their partnership areas. One ETE manager explained how he had initially found the task of putting together a proposal daunting because of the need to create a cohesive overall working framework for project development:

...I tore my hair out when the tender came out...you’re just looking for the references to where do the YOTs fit in, where does Connexions fit in, how does the YJB fit in with this, who is advocating on behalf of us with the LSC, who are putting this thing together?

Staff felt that problems began with the inherently complicated structure of participating organisations. Another manager believed that the difficulty in forging links was the result of ‘a lack of a coherent strategic overview as to how to bring all these disparate elements together and make them work’.

However, staff dealing with the KYPE project were not alone in facing such difficulties as this problem has also been identified elsewhere in the literature. For example, in the YJB *Barriers to Engagement* report (2006), interviewed staff cited competing agendas or a conflict of interest between bodies, which meant that in some instances, competition for pushing individual agendas forward resulted in a lack of clear expectations and understanding of roles and procedures between workers and agencies. It also contributed to the amount of paper work or ‘red tape’ required (YJB, 2006:88-89).

Although within the present project, managers were generally able to work through these complications to establish proposals and planned structures for implementation, problems with inter-agency working continued throughout the early implementation stages, often on a more localised level. In particular, there were evident initial difficulties in partnership working practices between Connexions and the youth justice organisations.

The inter-agency and co-working relationships within YOI institutions were notably influential in determining the types and quality of services offered in the early phases of the projects. For example, in one institution new KYPE staff felt a need to be careful not to ‘surge ahead’ with establishing their positions, without taking into consideration staff in other YOI departments. The concern was that if decisions taken by PAs were not approved of, this could harm future attempts at co-operation. However, communication issues were not specific to custody-based relationships, in one case, YOI-based PAs indicated that where YOT staff or other PAs were employed in the community, they sometimes felt a need to be careful not to ‘step on toes’ by undertaking preparation work for young people from within the custodial environment.

In the light of their experiences, interviewees often stressed that a common set of implementation objectives among staff and managers alike, along with a cohesive overall working strategy towards these goals, were key to establishing the framework within which to begin carrying out services.

Recruitment, training and induction

Recruitment

To add to the organisational and co-working difficulties, there was a shared sense that the project needed to be set up and implemented with immediate effect. Tight deadlines placed pressure on agencies in their attempts to plan joint working. This pressure did not cease once the bids had been accepted. Among the majority of those interviewed there was a feeling that the actual time and obligations involved in recruiting and putting new resources into place were not adequately recognised.

The vast majority of those involved believed that short timescales further affected what they could do in relation to staff recruitment. This was particularly notable within YOIs, whereby entering a closed establishment requires rigorous and timeconsuming checks. Furthermore, in some instances, local authority agreements about creating new posts created further delays. There was a feeling that lengthy recruitment processes, combined with the difficulties of finding suitably qualified and skilled people to fill positions had not been sufficiently recognised by the funding body. This led to slower set up of the projects in a number of the areas. However, while a number of posts were advertised on an external basis, many others were recruited internally. Internal recruitment included either secondment, the re-allocation of a position, or in some cases an enhancement of the original post. Where internal recruitment could take place, the lengthy process of advertising and recruiting new staff helped to overcome some of the difficulties encountered, and enabled new resources to be embedded relatively quickly.

The problems involved in offering short-term contract posts were also raised by interviewees. Again these difficulties have been noted elsewhere. Unpublished material gathered from regional evaluators during the set up of ISSP schemes in 2004 found that during set up a number of schemes experienced problems when it came to the recruitment (and later the retention of staff members), due to the short-term nature of contracts and the fact that funding was only guaranteed for a short period of time. As with staff in KYPE-funded roles, the knock on effect of this was that it caused frustrations at the roll out of the services whereby staff could not function at full capacity, regardless of the plans that they had in place.

Training and induction

Overall three initial areas of concern were noted during staff integration:

- insufficient preparation time
- lack of adequate staff induction and training provisions
- practical and administrative resource difficulties.

Insufficient preparation time – Some concern was expressed by practitioners regarding a perceived gap between managerial expectations and the reality of the work to be undertaken. It was felt that high expectations of managers regarding implementation had led to a number of difficulties for newly-recruited staff. In particular, reference was made to the unrealistic speed with which it was assumed arrangements would be in place and work would effectively begin. This was most evident within a YOI environment. Staff in a number of YOIs found that very few

practicalities had been organised prior to their arrival, and the supporting structure for their roles had not been adequately put in place by the time of their inductions. This was particularly notable in terms of the lack of basic office space and resources available.

Staff induction and training provisions – A related issue concerned the level of training given to new post holders. Where Connexions had been established for a period of time within a host organisation (such as a YOT), it was generally easier for those individuals taking up new posts to receive the necessary inductions and training to facilitate reasonably swift integration. However, for practitioners starting where Connexions did not have an established link before the present project, it was more difficult to access training. Two PAs employed at a YOI with no previous Connexions involvement found little in the way of support and looked to keyworkers and uniformed officers in order to understand the basic working practices within the institution. Without any specific PA training, the staff also had to develop their own ideas about their role and activities. In a further instance, PAs within one YOI thought that a longer settling in period would have been useful in order to obtain a greater knowledge of the communities they would be working with. For example, the staff would have welcomed opportunities to spend part of their induction visiting areas where their trainees would be returning to, in order to learn about working practices in operation and to explore provision availability. However, insufficient time and pressure to start dealing with trainees had prevented this. The PAs nevertheless believed that a better quality service may have been possible if they were able to start out with a good knowledge-base of provisions.

Furthermore, this was not an issue exclusive to YOIs. A community-based PA appointed during the first recruitment drive in one of the partnership areas found that there was an expectation within the YOT for Connexions workers to know exactly what their position would be within the team. In practice however, there was not a great deal of initial support for practitioners and particularly where a lack of good management or project co-ordination had been established, it was a case of learning as the partnership with Connexions slowly evolved.

Practical and administrative resource difficulties – There was also evidence of a lack of adequate practical and administrative resources in the early stages of implementation, with staff frequently perceiving this as a barrier to fulfilling their potential. Insufficient or inadequate office facilities made efficient working practices problematic. Overall, Connexions PAs were unanimous in their view that IT and particularly access to the internet and email are an essential work tool. Community-based practitioners without access to these systems felt that opportunities were being missed to help foster cross-agency communication and working practices by linking the YOT to external Connexions staff.

For practitioners within a YOI environment, the lack of office facilities tended to be equally if not more, problematic. Issues regarding inadequate work space and a lack of basic work equipment were highlighted. In some YOIs, PAs were not supplied with a desk from which to work or regular access to a phone line or computer. For one staff member without a desk, this impacted upon her working relationships with other staff:

When we first started, we were popping in and popping out with our clients and that wasn't really working, as people were questioning what we were doing.

In addition, another interviewee felt that without access to the internal YOI communications system (intranet) integrating with other departmental staff within the institution was proving difficult. As many YOIs were originally designed without additional space to accommodate external agencies, a general lack of working space was often evident. In these instances, finding and utilising adequate private space for staff to work was an ongoing problem. Where facilities were not supplied, this had implications for the services available to young people. In particular, where teams were under-resourced, targets were more difficult to meet. For example, two individuals in supervisory roles felt that they were unable to give their full attention to their positions as their time was being constantly taken up 'fighting' for basic facilities for their staff. It was further felt that staff were unable to provide adequate support to the young people without being able to access up-to-date information on jobs, services and provisions for young people in the area. Staff perceived that the establishment of sufficient resources should be a learning point for future implementation and cited the need to begin preparatory work to provide facilities well in advance of the arrival of the newly appointed workers in the YOI.

Establishing staff roles and practices

Having outlined many of the initial difficulties of establishing and setting up the KYPE project, this section focuses on the issues that arose during the early delivery of services. The findings can be subdivided into the following sections:

- clarifying staff roles
- management issues
- positive experiences of implementation
- staff practices.

Clarifying staff roles

One of the difficulties identified by practitioners in the initial stages of the project was a lack of clarity and understanding about staff roles. The responsibilities and daily tasks of workers were often not clearly defined, with many resources being little known and frequently misunderstood. This meant that it was often down to the practitioners themselves to explain and define their positions to their colleagues. In some cases, staff also felt that they needed to demonstrate the potential effectiveness in their roles before they could be fully accepted. As one community PA reported:

You really have to prove yourself...[other YOT staff] don't just take you on at face value.

An outcome of this situation was that difficulties arose in terms of securing referrals and in receiving adequate time to work with young people. In one area, the very nature of the new PA role involving a more intensive, one-to-one approach, led other YOT staff to perceive that PAs were not taking on a fair share of the workload (in terms of case volume). A manager in another area reported that a lack of clarity and

poor communication resulted in confusion between Connexions practitioners and staff in their host organisations. This often meant that morale was low and in some instances a degree of resentment between staff members about who was taking on tasks was apparent. As one manager explained:

One example was a [KYPE-funded practitioner] who was working with a client and had gone to some considerable lengths to get him onto the E2E programme and then because of substance misuse issues RAP workers had got involved and took this person out of the E2E to take him 10 pin bowling as a kind of 'break the ice get to know you' kind of thing which completely messed up the placement on the E2E and it also caused a lot of internal ructions here.

In addition, many PAs were also aware of an assumption among their co-workers that the PA role was synonymous only with careers advice. This limited understanding meant that the practitioners had inadequate opportunities to fulfil what they perceived as their additional more specialised role of providing intensive help and psychological guidance on a one-to-one level.

Management issues

Some of the initial difficulties experienced by staff were perceived to be caused by a lack of overall strategic planning and focus. In those instances where problems were noted, staff tended to work independently and without overall direction. One such experience was reported by a KYPE project co-ordinator who explained:

I think the [frontline staff] probably lacked clarity of direction when I came in to post...when I looked at what they were doing there were obviously clear problems with their line management structure and accountability.

This quote illustrates that in the early stages of project implementation there was a definite need for structured priorities, co-ordination and well-trained staff throughout the organisation. Where areas chose to disperse resources within the framework of the Hybrid model, this obviously created more potential start-up difficulties, with a range of services and post holders needing to be established and integrated into their working environments. As another manager explained:

In the early stages at least 50% of my time was being taken up with trying to co-ordinate things strategically.

Despite these early issues over set up, from the early stages of the project it was also clear that ongoing steps forward were being made, with working practices evolving and developing. As such, a range of emerging issues and approaches to working with young people could be identified.

Positive experiences of implementation

While recognising the initial difficulties involved, interviewees were also aware of issues that had positively assisted with the ease of implementation. From the outset, many staff indicated a good understanding of the issues in their area and had strong ideas about future development in their roles and/or teams. These ranged from personal practice-related goals, to broader ideas about improving provision on an area-wide basis. In the latter instance, staff recognised for example, that the KYPE

project had opened up opportunities to build upon collaboration between agencies. As reported above, this was difficult for many areas. However, where good working relationships were established, this ultimately helped form the basis from which implementation procedures could be developed. In these cases a positive impact was noted on overall practice in terms of opportunities to share information and knowledge between practitioners. Many cited the fact that they learned a great deal from individuals already in post, particularly about the set up and organisation of their host agency. As one mentor stated:

I [have found] it very supportive, there's such a diverse range of skills and backgrounds, there's always somebody here who can help you with whatever it is you're stuck with.

Generally, Connexions PAs seconded to YOTs reported positive working relationships with their immediate YOT colleagues. For example, an arrangement whereby a PA on a full-time secondment to a YOT team worked one day per week in a local Connexions one-stop-shop was seen as helpful for maintaining links, accessing support, and keeping up-to-date with the latest information.

New Connexions post holders within YOIs appeared conscious that they needed to fit around the daily routine and the regime of discipline within the YOI, and be responsive to its changing needs. However, this was in parallel with an awareness that it was important to maintain a distinct Connexions identity and establish credibility within the institution by delivering a high quality service. Several PAs working with YOIs reflected that YOI staff were open and willing to work jointly with Connexions and other 'outside' agencies, despite the fact that setting up new arrangements generally took longer than would have been the case in the community.

Staff practices

The variation in new resource positions (e.g. developmental post holders, PAs, mentors) among the interviewed workers made comparisons across all working roles difficult; with differing daily practices among staff. It was apparent from the early phases of the project that some practitioners adopted predominantly case-holding posts, whereby small numbers of young people were worked with intensively, whereas others took up specialist roles within their teams, such as combining a youth work approach (i.e. helping the young person with personal development) with a careers advisory approach (i.e. setting goals and aims in a personal plan), (see Haslewood-Poscik et al, 2004:21). Despite the differences in practice however, broad work priorities were evident in three primary inter-related areas:

Establishing support network – Practitioners recognised the need for a stable network of assistance, ensuring that sufficient supervision and encouragement is available for young people by putting in place the establishment of support networks, building a suitable knowledge-base and taking up training in their roles. This also meant focusing on building relationships of trust, knowledge and experience in order to form an overall model of care for young people.

Developing co-working and inter-agency relationships – Interviewees perceived communication as the key to overcoming some of the early co-working problems. The development of a strong foundation of co-operation between practitioners to exchange

information and knowledge about provisions and services was deemed vital. Interviewees suggested that improving the co-ordination of communication and establishing protocols to achieve joint working across agencies should be kept on the agenda.

Building a knowledge base of provisions – Staff stressed the importance of local knowledge and the need to build up-to-date databases of provisions to facilitate the ease of placement set up. In some areas, from the very start of the project, staff began visiting local agencies and providers in order to negotiate the expansion of ETE services.

Overall, the data suggest that staff set in place early foundations regarding the practices and plans for the KYPE funding. However, staff also faced a number of difficulties in setting up and implementing the KYPE project. In order to explore how these issues continued to impact upon the delivery of services, the following two chapters explore the findings of interview data conducted with staff in more recent phases of the project.

Summary of findings

The data provided in this chapter can be summarised under the following bullet points.

- An examination of frontrunner and cluster proposals submitted at the outset of the KYPE evaluation demonstrated four main variations in the intended approach to delivery of resources. The approaches focused primarily on: enhancing the services for target groups of ISSPs and DTOs; allocating funding to employing frontline Connexions Personal advisers (PAs) and mentors; utilising additional funding to support and enhance KYPE interventions; and ensuring continuity of existing services.
- Across KYPE-funded areas, the Connexions PA was intended primarily to liaise with organisations to broker ETE provisions, while also acting as an advocate for the young person. It was anticipated that staff would provide individual help and guidance to ensure young people would be able and ready to engage in ETE. The link mentor position was devised as a supporting role to that of the PA; offering the young person an intensive, one-to-one relationship oriented towards their holistic development. Both PA and mentor roles were deemed central to the KYPE projects.
- Three models of intended use of funding could be identified from area proposals. The EPS model emphasised the employment of frontline staff (e.g. PAs/mentors) to add value and improve the effectiveness and efficiency of the work being carried out with young people. The SAS model promoted a joint focus on frontline staff delivery and the co-ordinated management of resources to provide a strategic framework and delivery platform for the new funding. The Hybrid model sought to implement funding across a number of services including frontline staff, strategic management of services, and new resources/activities (e.g. the establishment of a support fund or staff meeting panels).

- Interviews with 81 staff members from partnership areas were conducted during the first two phases of the KYPE evaluation. The data revealed that staff priorities in the early stages of the project were focused on developing inter-agency working structures, recruiting, training and inducting staff, and establishing clear roles and practices within their organisations. Staff felt that the short timescales within which implementation had to take place made adequate set up difficult. Interviewees suggested that in future, a common set of objectives among staff and managers and a cohesive overall working strategy would be vital to ensure the establishment of a framework within which to begin implementing resources.
- Once in post, many staff struggled with adapting to their new work environments. There was a noted lack of adequate resources (e.g. desk space, access to the internet), particularly within YOIs. In establishing their working practices, interviewees stressed initial confusion over their roles, which caused difficulties with co-workers. Inadequate management structures and a lack of overall direction made integration more problematic and it was felt that these early difficulties impacted upon the quality of the work that could be carried out with young people.
- A general optimism and enthusiasm nevertheless existed among managers regarding the potential of the new resources. From the outset, many indicated a good understanding of the issues in their areas and had strong ideas about future development in their roles and/or teams. These ranged from personal practice-related goals, such as increasing hours spent in direct contact with young people, to broader ideas about improving access to ETE provision on an area-wide basis. Where co-working relationships between agencies had been successful, there was evidence that these relationships provided opportunities to share information and knowledge between practitioners.
- In the early stages of the projects, staff had already set in place the foundations for their working practices. Some practitioners adopted predominantly case-holding posts, whereby small numbers of young people were worked with intensively, whereas others took up specialist roles within their teams, such as combining a youth work approach (i.e. helping the young person with personal development) with a careers advisory approach (i.e. setting goals and aims in a personal plan). Despite these variations in roles, emerging work priorities were evident in three primary inter-related areas: putting in place the establishment of support networks by building a suitable knowledge-base and taking up job training; improving co-working within and between agencies by exchanging information and experiences; and building up a knowledge of ETE provision to increase access and negotiate the expansion of services.

4 KYPE on a strategic level: interviews with managers

Introduction

Over the course of this project, 63 interviews with senior staff members have taken place. The principal aim of the interviews has been to examine how well the staff established both their individual roles and the KYPE-funded resources within areas. Interview findings have been reported in previous reports (see Haslewood-Pocsik, 2004:15-32 and Cooper et al, 2005:45-63) and in the preceding chapter; the latter summarising implementation issues faced by areas.

The purpose of this chapter is to report on the strategic and operational issues which senior staff encountered in their attempts to expand and/or access existing ETE provision, as well delineating potential solutions (whether implemented or suggested) to the difficulties they faced. Findings are presented from 22 interviews with managers and developmental staff funded by the KYPE project across all 13 areas.³³ The interviews were conducted in Phase 3 of the evaluation (January to April and June to October 2006). The job roles of those interviewed can be summarised as follows:

- seven KYPE project co-ordinators
- five ETE managers/co-ordinators
- three Connexions managers
- two KYPE resource development co-ordinators
- two YOT staff in managerial roles
- one ISSP manager
- one mentoring manager
- one Head of Resettlement.

The interviews took place either face-to-face or over the telephone and were tape-recorded with permission. Of the interviewees, 11 individuals had been interviewed for the KYPE project on at least one prior occasion, providing opportunities to examine the extent to which staff activities had progressed over time.

³³ While Chapter 3 reported broad themes identified by both managers and practitioners during the early stages of project implementation, it was felt that the data issues regarding actual work practices could be explored in greater detail by separating the interview data conducted with managers from those of practitioners. This enables the findings to more accurately reflect the experiences of those working on a practical and a strategic level and provides a greater insight into the ways in which specific issues affected individuals working within different capacities.

In drawing the findings together, the main points of discussion in this chapter relate to four broad issues, these are:

- establishing working relationships
- information sharing and working between custody and community
- accessing ETE and working with ETE providers
- funding and the future of KYPE.

Within these broad themes, it must be made clear that in some instances only one person may have raised an issue, and as a result, those issues cannot necessarily be generalised to other areas. Individual, localised difficulties are nevertheless relevant to the evaluation as they highlight specific issues relating to the availability of provision. Reference is also made to other research in this field where relevant. This enables the interview findings to be located within the broader context of ETE issues.

Establishing working relationships

As reported in Chapter 3, the reason for creating managerial and developmental posts was primarily a way of promoting and developing learning opportunities for young people. Those taking up posts had a wide range of experience and differing levels of seniority within their respective organisations. During the initial phases of KYPE, post holders reported that their roles were ‘largely supervisory, focusing on developing project co-ordination and increasing provision development’ (Cooper et al, 2005:53). This early work was centred primarily on establishing the aims and roles of the new practitioners.

By Phase 3, staff had developed these aspects of their work further. Within one YOT, clearly defined roles and guidance on practical aspects of the jobs were specified within a YOT ETE ‘handbook’. The handbook was then circulated in the YOT and to all partner agencies. In at least two other areas, role descriptions had also been drawn up and circulated within YOTs and other local organisations, in order to provide information and promote working relationships.

A further common aspect of the managerial roles was the task of establishing effective inter-agency communication and ‘joined-up’ working. The drive to ensure good working relationships with partner agencies and the facilitation of wider understanding and knowledge about the KYPE initiative was viewed by one ETE manager as:

...vital to a project like this for it to actually work, but...it is really difficult working with a lot of different agencies with different aims and objectives and different cultures of thinking.

It was clear that managers working within areas needed to develop networks of communication within and between local YOTs. One area had focused on developing a model of co-operative working in order to try and overcome many of the issues identified at the implementation stages. In this area, a network of ETE panels was created across the whole YOT. At an operational level, practitioner meetings were arranged in order to allow staff (e.g. managers and PAs) to meet on a weekly basis to

identify, prioritise and assign young people not in full-time ETE to members of staff. The panels were also set up to enable practitioners to routinely review the progress of those young people that had previously been assigned. In addition, in attempting to work more closely with their managers, any ongoing problems identified by practitioners were passed on to the ETE co-ordinator who, in liaison with other managers and agencies attempted to deal with the problems on a senior level.

Early recognition of the problems entailed by employing a multi-agency approach led managers from three areas to spend a considerable amount of time developing service level agreements with partner agencies. The primary reason for this was to ensure that there would be clear expectations about what service each partner would provide the other. In addition, many managers sought to forge links with partner agencies at a senior level through face-to-face communication. A number of ETE managers reported that they had pushed for a presence on steering groups or had regular meetings:

I'm involved in [development] at a strategic level, in that there's a NEET³⁴ group set up which I'm actually on...we're trying to influence policy, share good practice and have a go at the LSC when necessary.

I've been asked to sit on a panel at the DfES for the implementation of this OLASS...what I can say to the table is that is the problems that we're having with the barriers...and I'm also getting involved in implementation of the Every Child Matters agenda with the LSC.

My role...brings together the LSC, OLASS, CJA plan...and also I've drawn into the National Framework for Resettlement...so we've tried to basically have a holistic approach.

In at least four areas, managers circulated printed information during meetings with partner agencies to promote awareness and understanding of their schemes. Two ETE managers had also worked to establish local ETE panels; regular meetings attended by agencies such as the Special Education Needs Advisory Service, Looked After Children and also agencies, such as Connexions and the LSC where working problems had previously been identified. The aim of these meetings was to discuss ways of removing systematic barriers to young people's engagement.

Yet participating in steering groups and attending meetings, while raising the profile of the scheme, did not always resolve the operational issues encountered. To better understand these issues, one scheme undertook an exercise in trying to review the availability of services and the predicted approaches of the agencies, in order to best place KYPE within the complex range of existing services. This approach, as the ETE manager stated, had initially met with:

...massive resistance...however what it eventually came down to was a strategic discussion with various people who were managing different projects around what we were trying to do. They discussed areas where we

³⁴ Not in Education, Employment or Training (NEET) is a broad category which contains young people who are, for example, currently taking unauthorised absences, excluded, unemployed, looking after relatives, or on unpaid holiday.

might sort of get involved but what actually happened was the workers then got themselves together and said, 'right if we do that and you do that' and they are now working very effectively.

Interestingly, in this instance while the initial contact was made at a managerial level, staff recognised that the impetus and drive for co-operation came from practitioners. One ETE manager in another area further summarised this point:

[Practitioners] on our projects have really had to build those links with the Colleges, with the training providers, particularly round programmes like E2E and so on.

This emphasises that the 'right' people have to be in post at all levels for a scheme such as KYPE to work (see also Chapter 5 for further details on the roles of practitioners in establishing working relationships).

Overall, managers introduced a range of ideas during the implementation and running phases of the KYPE initiative. Initially, they focused on either establishing a niche within which existing staff could fit into, or promoted the roles and services of the new staff. The early development of protocols, membership on steering groups, and a commitment to multi-agency working appeared to be important for the successful establishment of the project and many managers devoted a great deal of time ensuring that they were in contact with numerous agencies and initiatives from the outset.

Information sharing and communication between custody and community

Integrated working not only applies within the community but also with the YOIs. At the start of the KYPE project, information sharing and communication problems between YOIs and YOTs were recognised as problematic by staff on all levels (see Chapter 3 for more detailed discussion, also Haslewood-Poscik et al, 2004:31). In Phase 3 however it was evident that steps had been taken by managers to improve these situations. In one instance, attempts to improve the flow of information and to 'bridge' the services for sentenced young people within the YOIs and YOTs focused on the introduction of a specific resettlement personal adviser. The main task for this role was to ensure that information was supplied to practitioners regarding both data and provisions, thus providing a single point of contact in both environments.

The opening of a Connexions 'one-stop shop' within another YOI had a further significant impact on the working relationships between YOTs, Connexions and the YOI in one frontrunner. It was found that this set up also ensured a degree of continuity for young people when they left prison. The rationale being that young people recognise the Connexions 'brand', and are familiar with the services Connexions offers before they return to the community. Staff working within this area reported that the shop had been working effectively and had taken on more staff to deal with the large numbers of young people being worked with. These practices demonstrate how the flexibility of the KYPE resources enabled managers to successfully implement funding to improve practices on both an individual staff level and in the wider organisational structure.

In addition, by the third year of the project new opportunities had also arisen for effective cross-area working. As a result of large numbers of young people in one frontrunner area returning to another KYPE-funded area upon release from custody, an additional PA had been incorporated into the YOI team. This PA was employed by the second area to deal specifically with the young people returning to their region. From a staff perspective this strengthened the working relationships and enhanced a network of available services. A manager summarised the situation:

We don't work in isolation at all, it's very much about integrating it...so that the provision is there for all young people...There really has to be cross-working if you are going to affect a seamless transfer.

Within the remit of discussions about joint working practices, a recurrent topic of discussion was information sharing and availability of data. The topic of information sharing stemmed predominantly from discussions about continuity from custody into the community, as one YOT manager had found:

We've had problems with getting official paperwork from the prisons post release – i.e. to know what the young people are up to inside – problems with the amount of data an institution can and does provide and the procedures for passing this information on.

Nevertheless in most areas, managers had taken steps to improve recognised difficulties between organisations. Many managers expressed that they had either developed, or desired, a database which allowed them to record the ongoing provisions and outcomes for young people they had worked with. The basic model for attempting to overcome this problem was the development of a database onto which Connexions staff inputted information regarding the young person's ETE status and/or substantive issues which they had reported. A KYPE project co-ordinator explained further:

It's very, very basic stuff, it's literally a record that it's happened so we can keep track and we have a spreadsheet system which was set up for tracking, linking in to the sessional workers worksheets. It all sort of feeds into one system really.

While this was perceived as a means of tracking information, it nevertheless raised questions about whether this data completion exercise was a repetition of record-keeping already being done within YOTs and thus contributing to the excessive demands for data inputting that practitioners have previously reported as problematic (Haslewood-Poscik et al, 2004:19). Moreover, this basic model did not sufficiently overcome the significant problem of information sharing between YOIs and YOTs.

To address this issue, at least three schemes had developed 'transition documents'. These documents (essentially a spreadsheet per person) were designed to be accessed and updated by both custody and community workers in order to ensure that information remained current on each young person; with progress updated regularly. The necessary support mechanisms could also be put in place for the young person's release.

In another area a spreadsheet had been designed to facilitate information sharing between PAs. The ETE manager explained:

It's a spreadsheet with some basic information about...who's in there, when their expected release date is and any background, brief information...the specific linked advisers and linked staff and the PAs in prison are always copied in.

Although there were initial difficulties setting up this system, having Connexions PAs assigned to, or tracking the progress of young people, meant that information remained current and progress was updated more frequently. The manager had found that details about the assistance required in each individual case, as well as the young person's release date, enabled practitioners working in the community to ensure that resources were in place for the young person upon their release from custody. This was seen as a potential way of addressing problems identified earlier in both KYPE and other research regarding the difficulties of establishing a seamless transfer of the young person between community and custody (Cooper et al, 2005:47; YJB, 2006:67).

In the light of these attempts to improve data sharing within and between organisations, concerns instead tended to focus on problems obtaining information on young people's ETE situations once they had completed their orders. In particular, it was felt that databases and transition documents could help in obtaining longer term follow up information. Tracking both 'soft' and 'hard' outcomes would be an important way of exploring the longer term effects of receiving help and support for the young people and might provide information and insights into practices that may or may not be working effectively. In one of the areas where the transition document had been established, the resource development co-ordinator had found:

Tracking of the young people means that you have very detailed information on what happens to young people when they are released – [we] are able to provide the [local education authority] with info on what the situation is – hard evidence on what has been tried, tested and is successful, etc.

Given the necessity of multi-agency working, the ETE manager believed that such information was vital in helping to address many of the difficulties that agencies face and in promoting and sharing information and findings.

Another priority for improving communications and information sharing was to establish service level agreements and clear protocols with the YOIs and other partners. While useful, such information sharing was reported to have brought about complexities for areas. Securing multi-agency data protection agreements led to protracted negotiations, particularly if the shared information did not have one owner (in that more than one agency will produce the data which is being shared). Yet despite these difficulties, steps were taken in a number of areas to overcome such difficulties, with a range of positive outcomes. As one manager explained:

We've developed a service level agreement between the Connexions team in [prison] and the 10 local partners who've all signed up for this which basically underpins the work and who does what in terms of transferring information in and out.

Furthermore, two ETE managers reported that improved working relations and the existence of the service level agreements had resulted in the sharing of a range of information:

We set up good links with [a YOI] and we're now getting sent the electronic copies of their individual learning plan.

Sometimes [Connexions] will have had very little knowledge about when a young person's going into custody or when they're coming out. Now, all of that's absolutely tracked and there's a list that comes out from Connexions in the prison on a...monthly basis saying [these are] the young people we've got in, these are the ones for your areas and the release dates.

There's emails going to and from the prison to external Connexions talking about what might be the most appropriate programme for young people to go on when they come out and hopefully, arrange it so that they're picked up when they come out and they don't just kind of fall through the cracks.

In summary, this section has shown that a great deal of work was undertaken by managers to address the issues they encountered in dealing with custody/community link. In some cases, this resulted in innovative practice, in others, simply a restating of existing protocols or improving information sharing by raising awareness of the services being offered.

Accessing ETE and working with ETE providers

Another central task of KYPE-funded managers operating on a strategic level was to locate, access and work effectively with ETE providers. This section outlines in detail, some of the problems (and in some cases, the proposed solutions) noted by managers with regards to accessing ETE provisions.

Historically, ETE provision for young offenders who are Not in Education, Employment or Training (NEET), is poor (Haslewood-Poscik et al, 2004; Cooper et al, 2005; Audit Commission, 2004; Moore et al, 2004; SEU, 1999). While it is perhaps taken for granted that young people who have offended will have difficulty in gaining ETE placements, the scale and complexity of the problems they face day-to-day are perhaps not as often discussed.

The perceived barriers to young people accessing provision reported throughout this project have nevertheless been wide-ranging and included both macro-level constraints, such as the local employment and training market, and micro-level barriers such as the young person's interpersonal skills. In order to explore these issues, this section addresses the following themes:

- bureaucracy of accessing ETE provision
- providers working with the target group
- tailoring provisions to need: individual and institutional barriers
- alternative qualifications and labour market constraints
- the geographical constraints of provision.

Bureaucracy of accessing ETE provision

Accessing any resource carries with it a bureaucratic burden, in that applications have to be made and administrative processes undertaken to ensure resources are allocated. During the interviews, issues were raised by managers relating to conflicting outcome targets within organisational lead bodies or partner agencies and the problems with accessing adequate funding for young people who undertake ETE.³⁵

Managers described difficulties with their counterparts in other agencies when trying to negotiate access to provision. In many instances it was reported that establishing working relationships could be difficult where individual organisations or ETE providers had their own targets or ideas about the young people that they wanted to work with (see also YJT, 2006). In particular, two managers believed that young people who offend could be seen as a 'risk' in terms of successfully completing training and as a result might be excluded from some courses in case they adversely affect the outcome targets of providers:

The training providers have been driven by LSC targets and feel that some of the providers at any rate see young offenders as a risk. One of them has consistently said we don't really want young offenders, as they're very concerned about their output.

The E2E programme began and then about eight or nine months into the programme the alarm bells rang at the LSC about poor progression rates...people dropping out, providers saying they couldn't cope with the kind of range of issues and difficulties that young people brought...So then a message came out[which was later retracted]...from the LSC that maybe providers ought to consider the risk factors about...taking on certain young people, including young offenders.

This latter point was also echoed by a co-ordinator, who stated that:

As soon as a policy comes in about...increasing achievements...you find it really impacts on our cohort further down the line.

A further difficulty identified by staff relating to the processes involved in establishing provision was the timeconsuming and often overly bureaucratic processes involved in organising the placements in line with providers' requests. One such example is the process involved in applying for the EMA.³⁶ In one area, a scheme reported that some providers were asking for young people to have already accessed the EMA prior to applying for training, which is contrary to the original guidance which accompanies the form (see DfES, 2007). Managers also pointed out that in some cases the application process for the EMA, or the conditions attached to it, may be preventing some young people who are already often poorly motivated to engage from taking the step to access training. Two ETE managers explained:

³⁵ Or indeed a lack of recognition of organisational targets such as the YJB/Connexions '90% in ETE' by other agencies (see YJB, 2006:10).

³⁶ For a review of the financial support available for young people, see DfES (2004a). For issues relating to these benefits, see YJB (2006:65).

The...application process for extended EMA...the guidance runs for about 30 pages, it's means tested on parents' income from the previous tax year so it's reliant on parents co-operating. So we are concerned that a number of young people and their parents will say... 'it's too much bother to get involved in'.

One of the biggest impacts...is the fact that there's no longer a training allowance with E2E, and it's [now the] EMA. That's really, really bad for our client group because you know it's such a rigmarole getting the forms filled in. They've got to have a bank account. They need parental signature[s]. I mean all the things that our young people don't have really. And it puts them off...it's not popular with the kids at all and I think it's a big barrier.

In other schemes, managers thought that the calculation made by young people not to access the EMA, or training which was conditional upon obtaining it, appeared quite rational, if shortsighted. An ETE manager expressed what he saw as the difficulties with the EMA approach:

Some kids will do two and a half days and do 16 hours and you have another [young person] who was doing 37 hours, both with the same pay.

In another area, an ETE co-ordinator explained that he had been to the job agency with a young person who had just been released from a YOI. Despite having few qualifications and poor basic skills the young person said that the EMA did not offer enough of an incentive to go to college 'because I'd only get £30 a week and all I'll end up doing is nicking stuff'.

The EMA has been subject to an ongoing longitudinal evaluation (see Maguire and Thompson, 2006) exploring the long-term effect of the EMA on the destinations of young people who qualified for the scheme. While the EMA did increase the retention rate of young people in Higher Education, the evaluators noted that the:

...evidence does point to the introduction of EMA having had a much greater impact on labour market entry, as opposed to having significantly reduced the size of the NEET group.

(Maguire and Thompson, 2006:13)

In general terms, managers viewed the incentives offered to young people to facilitate engagement as being frequently inadequate or overly complicated. One area reported that wider organisational difficulties had prevented them from introducing a new resource into the area. The local LSC was identified by an ETE co-ordinator as having blocked the creation of new provision because of its own organisational problems:

The Learning and Skills Council, they are going through so much change at the moment they're struggling to support the existing provision. We did actually...try and set up provision...and we actually very tentatively approach[ed] the Learning and Skills Council...and we were very quickly told 'don't bother, we don't want any more providers' so...as a Connexions partnership we are trying to do our best but we seem to be being blocked basically.

Inconsistent links between partner organisations and/or conflicting targets, coupled with a lack of economic motivation for young people to continue in training mean that the difficulties reported above (which have also been reported elsewhere as ‘systemic’ and ‘strategic’ barriers, see YJB, 2006), are unlikely to be overcome through the efforts of one agency or initiative such as KYPE. However, that they are recognised, suggests that some progress has been made, as ‘a failure to recognise the scale and nature of the problem’ was given as one of the principal barriers that young people faced in an earlier evaluation report (YJB, 2006:10).

Providers working with the target group

Perhaps of more immediate concern in relation to engaging young people in ETE were managers’ perceptions of operational barriers preventing access to provision. This was reported in the majority of areas, but manifested slightly differently in each. Managers tended to believe that the attitudes of providers could adversely affect the young people’s chances of gaining placements from the outset (see also Chapter 5 for practitioners’ perspectives). Situations had been encountered during meetings whereby managers felt that accessing and setting up provision with young people in the target group could be difficult:

I was at a meeting last week and [it] went down like a lead balloon when I said [I] was interested in those disaffected. Within 10 minutes people were giving long spiels and basically said ‘this is not meant for disaffected kids...This is not the target group’, and I’m thinking, ‘well, it’s my target group’. So you’re meeting with attitudes like that.

This issue was reported in another area where ETE providers were purportedly less likely to take on young people who had a court case pending, or who were subject to ISSP requirements, as providers anticipated that they would be given a custodial sentence in the near future and be taken off the course.

One unconventional way around the problem of ‘selection’ reported was to assist the young person in enrolling themselves on a training scheme without the formal referral from the YOT or YOT-based Connexions PA. This circumvented the need to report on the young person’s personal and/or offending history. While a questionable practice, it does highlight that in some instances, referral via the YOT or associated organisations may itself be a ‘barrier’ to ETE.

This complicated issue of providers potentially using selective criteria has also been identified and reported elsewhere (see Moore et al, 2004; YJB, 2006:85). However, for many managers it was felt that such difficulties could be lessened by promoting a more open dialogue during the referral process, thus making it, as one ETE manager explained ‘more honest [and] transparent’. The manager continued:

... what training providers tell [us] is if you tell them what they need to know then they can work around it nine out of ten times. But if they find out about a behavioural issue or an offence and they know nothing about it, they’re not prepared to deal with it.

Managers reported that the difficulties encountered in accessing ETE provisions extended beyond issues about selection. Often the risks presented by young people

and the concomitant resources required to supervise them prevented the accessing of provision:

...with regard to provision, there isn't any for our kids because we can't integrate them with anything else...the majority of them are high risk, [the providers] haven't got the facilities to support that.

It's not just a question of blaming the education system. The education system doesn't have the capacity. The pressure that's on them to perform, all of those tensions leads towards 'we don't really want him or her', usually him 'because he's problematic'...If the kid's also got a label ADHD or an incident of aggression in the background then it starts getting to health and safety and our protection.

In order to try to ameliorate some of the concerns that potential employers or placements might have, one scheme sourced and funded additional insurance:

...we've offered APEX first bonded insurance, effectively underwriting the work placement in case they wrap a chair around someone's head.

To effectively manage difficult placements, another area set up a multi-agency 'complex case forum', which aimed to meet monthly to discuss specific cases deemed either 'problematic to place or problematic within the placements'. This forum allows agencies to communicate at a senior level about how young people are being managed by the YOT, to try and address exclusion on the basis that the Local Education Authority or other agencies may not have been aware of case management procedures or how closely monitored a young person had been.

There was also evidence that YOI-based staff made attempts to work directly with providers. One KYPE project co-ordinator was keen to ensure that links could be achieved by priming young people and providers with contact prior to the young person's release. In order to do so, the co-ordinator had liaised with the YOI Governor to implement the use of 'Release on Temporary License' (RoTL). The benefits of this approach were seen as enabling the young people to have contact with the providers and to experience first-hand what particular trades or employment might involve (see Haslewood-Pocsik et al, 2004:25). In addition, it was felt that young people who may be intimidated by the idea of starting work could obtain a 'taster' of available opportunities. Furthermore, the KYPE co-ordinator also felt that RoTL has benefits for the providers, in the sense that they are able to see the young person within the work environment prior to deciding whether to employ them.

Two other working approaches to facilitate and develop improved links between provision and young people in custody were reported. In these instances, direct attempts were made for practitioners to link in directly with ETE providers and set up provision for the young people upon their release. The first was the attempted use of video phones by YOIs in three frontrunner areas. Of these three areas, two were successfully using this technology during the third phase of the project. However, in the third area, the scheme reported that despite 12 months of negotiation with the YOI and providers, numerous practical difficulties on both sides still existed. It had therefore been decided that overall the time and logistics required to set up the video phones outweighed the benefits.

Attempts by managers and developmental post holders to encourage providers at a managerial level were evident across areas, but it appears that in many cases, while having a dialogue with providers was in itself positive, this did not necessarily facilitate greater provision or access. To overcome this, many areas relied on the additional support of practitioners to negotiate access. Despite increased awareness and understanding of managers about the issues affecting their work with providers, this issue nevertheless remained pertinent and at the time of interviews was the focus for a great deal of planned work within local communities and businesses. It was further anticipated that KYPE-funded staff would be playing central roles in the creation and retention of provision.

Quality of provision

Given the difficulties of finding accessible provisions, a primary task of KYPE-funded managers and developmental post holders was to help develop existing provision or to source new provision for young people in the target group (Halsewood-Poscik et al, 2004:24). The low level of educational attainment that the target group presented with (see Chapter 7) meant that sourcing such provision proved problematic.

The local survey of provision conducted for the study revealed that most areas reported shortfalls in the number of apprenticeships for industries such as construction and plumbing. The expectation of some interviewees was that young people would enrol on Entry to Employment programmes (E2E). While available in a minority of cases, for many young people progression past level one of E2E,³⁷ or indeed the ability to work at this level was often not possible. The requirement that young people be ‘work ready’ prior to placement on E2E meant that most young people KYPE-funded staff were working with would be excluded from the programme; meaning that there remained a ‘gap’ in provision for this group.³⁸

In response to this issue, practitioners within some KYPE areas began to address the problem through the set up of constructive and skill-building activities. In one area, staff concentrated on assisting young people who had not yet engaged with ETE to experience the routine of learning and regular engagement until a suitable provider could be found. When a young person is referred to the team, initial literacy and numeracy skills assessments and work are carried out and basic skills assistance offered if necessary. Young people are also encouraged to take part in structured programmes which encourage confidence-building and collaborative group work; the idea being to encourage individuals to remain active and gain sustainable skills while considering and awaiting suitable ETE options.

A similar approach was adopted in a cluster area, whereby young people who are not deemed ‘work ready’ are encouraged to take part in a two-week programme. Included

³⁷ Level 1 corresponds with National Curriculum levels 4 and 5 (the level of a competent 11-year-old). Level 2 corresponds with a GSCE A* to C or equivalent, as set by the Basic Skills Agency and the Qualifications and Curriculum Authority.

³⁸ So much so that the majority of areas sought to access a pre-E2E provision in order that young people would be ready to work at level 1 when places became available (see Haslewood-Poscik et al, 2004).

on this course are a number of team-building activities and the provision of information on relevant jobs and courses. In addition, barriers to learning are addressed through learning style assessments, attitude tests and motivational interviewing. Practical skills such as attending a mock interview or conducting a job search are also carried out. Towards the end of the course the young people are provided with opportunities to visit local providers, in order to learn about available work. This process enables the young person to gradually build up the skills and knowledge necessary for taking up ETE placements.

Despite these advances, the quality of provision remained a common discussion point among interviewees throughout the evaluation. One area reported that the ETE providers were not always meeting the young person's needs, causing problems for their longer term engagement. Indeed, a major difficulty for areas over the course of the project had been finding and accessing suitable ETE provision, as one ETE manager explained:

I mean there is a lot of provision already out there, but I think the problem is that we need short-term, short courses, stepping stone type of things, just to re-engage young people.

In selecting a provider and initiating a working relationship, areas attempted to target resources carefully and ensure that those resources would be matched to the needs of the young person (e.g. 'tailoring' provision). While in principle this was desirable, it was reported that providers sometimes misrepresented what they could offer, which only became clear once young people had been sent to programmes. In two areas, managers reported that providers were offering tailored ETE packages when wanting business, but were not able to offer such provision when young people arrived. As a resource development manager reported:

[The training programme] was sold to us as they would create individual programmes to meet the needs of the young person. That's not always happening. It's more, 'this is what we offer and it's all we offer'.

Other research findings support this view, with managers in a recent YJB evaluation indicating that providers need to put in place more structured programmes that give young people who have underachieved the opportunity to do something worthwhile (YJB, 2006:68). The need for services to be individualised and tailored to need was echoed by a local KYPE evaluation:

...differences which exist need to be identified, acknowledged, and then acted upon...there is no 'toolkit' or generic way of responding to children and young people in need of ETE placements.

(YJT, 2006:2)

Limitations on resources and the cyclical nature of returning to and being released from prison may also mean that young people are sent back to the same providers more than once, particularly if there is nothing else available. Again, it was reported that this created difficulties for managers, particularly when their staff tried to rationalise this with young people:

A lot of young people are in and out...you find that 16 and 17-year-olds will do E2E [once] but they won't do it again, they don't want to do it again. They've moved on. And I suppose it's a bit like us really isn't it? If you've done a job and then you move on, you don't want to go back to the same job. And if you put that in context, why should they keep going back to the same college to do the same course?

Local evaluation data also supported this more general view that E2E schemes were 'repetitive, largely undemanding and...do not necessarily lead to progression into work' (YJT, 2006:3). The quality of provision in ETE is a recurrent theme within research on youth justice more widely (YJB, 2006; Hurry and Moriarty, 2004) and is one which created a number of difficulties for KYPE-funded staff. While efforts were made by managers to negotiate with ETE providers, the shortfalls within provision hampered efforts to place young people in ETE and the sometimes inflexible nature of timetables and provision meant that young people often faced a limited choice.

Alternative qualifications and labour market constraints

While some young people may have engaged with and completed ETE provision, the range of alternative educational qualifications that they obtained on their placements or in the YOI, meant that employers were sometimes unable to look beyond traditional academic qualifications to place value on the practical-based skills that many of the young people had gained. As two ETE managers had found:

Certificates in literacy are meaningless to employers...[they] can only understand the language of GCSEs.

Even though the youngsters that we work with like, they can strip a car and build it back within two or three hours, they're not going to get the job because that's why they're in trouble...that is one of the things that employers need to conceive of: that GCSE's aren't the be all and end all.

This was particularly so in the cases where young people had accessed courses, but then found that they were competing against others with more 'traditional' qualifications.

Yet even where a young person has overcome these substantial difficulties, the temporary nature of some placements and the lack of a permanent job at the end were also found to be problematic by managers. Workers were often left having to try and re-engage young people after they have completed a placement successfully as one ETE co-ordinator explained:

Employment placements very rarely end up in a full-time job...this does not necessarily provide a good experience for the young people.

Furthermore, a lack of resources to provide the necessary support to further ETE was also seen as problematic by another ETE manager:

...providers are quite good at engaging the young people, but...there's not a lot of availability of job training...because there's a shortage of things to go on to, they haven't got the resources to spend with the young people to move them on sometimes.

Instances such as these highlight that young people are inevitably subjected to labour market constraints outside of the control of the YOT or KYPE-funded staff which may not necessarily be overcome with further ETE.³⁹ The same manager nevertheless believed that sometimes, it may be more of a 'presentational issue' with providers and employers:

It is also a question of how you present it, are you saying that 'there's this young offender who's got all these skills?' or are you saying 'there's this lad with x, y, z going for him, he's done all these things but happens to have been in a bit of trouble'?

To this end, one KYPE project co-ordinator had been attempting to put together an information pack that could be distributed to providers in the local area. It was intended that this document would contain details on how providers might work with young people in the target group and what support they could expect from Connexions and the YOT when they employ someone who has previously been convicted. This was deemed particularly relevant as practitioners had reported difficulties among many providers who had little or no experience of dealing with young people who could be unmotivated and unwilling to engage in the first instance. It was hoped by the project co-ordinator that with this extra information, providers might be more willing to accept young people who had offended onto programmes.

The geographical constraints of provision

When considering the logistics of transferring a young person to their ETE placement, geography invariably plays a part. A common problem in rural communities is that young people often have to travel long distances to access a provision for one or two hours. Issues such as these are a further difficulty to facilitating engagement, as one KYPE project co-ordinator had found:

Transport is a significant issue – kids have to get up really early to get the unreliable public transport and it takes a very long time, for example two or three buses. Taxis are not the answer as we need to encourage sustainable solutions – ideally community-based placements would be available but this is not possible currently and definitely impacts on the level of engagement.

This issue sometimes meant that facilitating access to ETE had to be a more literal task than arranging appointments, one ETE manager reported that:

You can set up interviews for young people but if nobody's around physically to actually take them and make sure they get there, more often than not it just falls through and you're back to square one.

However, beyond rural communities, one city-based area reported that the problem of having to travel long distances in congested areas for placements could be particularly problematic. This issue, relating to both rural and metropolitan areas has been reported previously (SEU, 1999), however, the ETE manager interviewed also stated

³⁹ Findings from the United States suggest that local labour markets may even exert a criminogenic influence on young people, particularly if low-wage service-sector jobs and unemployment are concentrated in their neighbourhood (see Bellair and Roscigno, 2000).

that young people within this metropolitan area would often refuse to travel because of difficulties with certain colleges being perceived as in the ‘wrong part of town’.

Finally, unmatched provision boundaries (e.g. where one organisation’s provision does not overlap with another), were cited as an issue by one ETE manager. While these issues may appear to be difficult to overcome, managers reported that they had been working to address the problems encountered above. For example, in the case of issues of mismatched organisational boundaries or large geographical areas, for many, the answer lies directly with the KYPE-funded staff being able to physically take young people to their appointments, whether by car or on public transport. Furthermore, introducing more locally-based provision was an often cited solution to the transport/geographical issues referred to here.

Recent research (YJB, 2006) has suggested that improving access to ETE for young offenders required ‘better communication between agencies, through formal protocols for joint working, multi-agency panels to discuss the most problematic individuals, liaison with Pupil Referral Units (PRUs)⁴⁰ and school federations working together’ (YJB, 2006:9). This section shows that some of these solutions were successfully implemented by KYPE-funded managers during the three years of the project.

It is worth noting that the solutions mentioned here are not one-off attempts but are the results of continuing efforts by managers (and practitioners) to ensure the best service possible for young people. That there are so many issues for managers still to deal with after three years gives an indication of the length of time it takes for staff not only to recognise issues, but for managers to begin putting solutions in place. That the same issues persist, also highlights the need for sustained long-term funding. The next section looks at the possible future of KYPE, reflecting on how funds have been used and what issues were noted by managers about this topic.

Funding and the future of KYPE

Although staff plans for KYPE funding were explored in initial interviews with managers and reported in Haslewood-Poscik et al, (2004:15-32) in this third and final phase of the evaluation, managers were asked to both reflect upon the ways in which funding had been utilised, and to discuss their future plans for the resources currently being funded by KYPE.

Primarily, staff tended to believe that the inherent flexibility of the funding meant that it could be used more constructively by individual areas. As one KYPE project manager had found, the funding also enabled staff to focus on particular local needs:

The benefit of KYPE money is different based on geography – for example, in one area without the KYPE money there would not be a Connexions worker in the YOT, but in other areas it has been added to the pot of all other funding and used in a more ad hoc way.

⁴⁰ A PRU usually provides temporary education for pupils who cannot attend a mainstream school because of exclusion and/or behavioural difficulties.

In another scheme, it was reported that the funding had been used to commission front-line provision for ISSP teams, as this, according to an ETE manager, was the area most in need:

...basically we used KYPE money we felt we weren't going to spend. We negotiated with the Connexions managers and the YOT managers and decided to route it through the ISSP areas. We asked them to put in proposals for what they wanted to fund and we had a look at those and basically gave them the thumbs up and they've run some provision which should be running as we speak.

Similarly, two other areas had decided that the group with the most 'need' in relation to ETE were young people subject to more intensive community sentences. Perhaps as a result of this dispersed and diverse use of funding, two ETE managers commented that in some cases it was difficult to tell who had received the benefit of the initiative. The movement of KYPE funding alongside other funding streams within areas also meant that in some instances it proved difficult for teams to separate out budgets.

I don't know whether this maps out in practice but the theory would be that if a young person was on ISSP you wouldn't automatically think he was in KYPE because they'd be getting whatever was needed anyway.

...we've got to remember the Keeping Young People Engaged project is just part of the Connexions and it's the ISSP part.

As a result, the KYPE project managers sometimes felt under pressure to use budgets interchangeably:

There will have been occasions...saying that if we're under pressure we'll subsidise one [budget] with the other...so for example with ISSP we have occasionally worked with people who are not on ISSP because of the relationship or because of the nature of what we do or how we do it...So we're not rigid about it in terms of, you've got two budgets but 'never the twain shall meet'. As a manager if I don't know if half my team are off sick or not around and we need somebody to [work with a young person], how do I pay them?

It was also perceived that the money received from the YJB had been 'the catalyst' for further local funding. Once agencies had secured a start-up fund, they were then able to persuade other potential funding bodies to contribute to the ongoing development of the programme.

This interdependency and, in some cases, amalgamation of budgets meant that managers in areas remained particularly concerned about future funding and the organisational stability of the scheme in terms of consistent staffing; a position summarised by the following KYPE project manager:

[The KYPE staff] are an excellent addition to ISSP and we don't know what's going to happen to them post 2007...we might even get those people who are working for us applying for other jobs elsewhere, because they are looking for security...I think we should put some provision in for KYPE in

relation to the [staff] and what we do for ISSP...I think that the evidence is all laid out in front of us that they are doing a cracking job.

In areas where staff retention had been problematic, managers were also concerned that the resultant turnover of practitioners may also cause the schemes to become unstable or unviable:

[I]f somebody leaves they take that knowledge with them, there's just no proper procedures, sort of documentation or anything like that.

The issue of staff retention has been consistently reported through the evaluation, principally because of the way in which the scheme was funded. The year-on-year approach to funding meant that often managers were faced with uncertainty about whether they would be able to renew contracts. This often meant that staff moved on once contracts expired. Over the course of the evaluation, over a quarter (28) of those individuals interviewed by the project subsequently left their KYPE-funded posts. This situation was compounded for those working directly for Connexions, as the scaling back of the service (and its eventual integration into youth services) meant that they were also unsure about whether they would be able to return to Connexions if the KYPE funding was withdrawn.

Plans for the future

Managers were also asked about their plans in relation to the KYPE resource. In particular, interviewees were invited to consider whether they would seek to continue the work that had been put in place and/or whether they had secured future funding. The majority stated that the funding 'had made a difference' in some way:

The feedback from YOT managers is that KYPE-funded staff are really appreciated as an absolute bonus and they do provide something extra and something different to what other YOT officers can.

However, in one area, two managers found it very hard to comment on the future situation, given the lack of clarity over the funding situation and the likely path of partner agencies such as Connexions. Such uncertainty meant that, although an undesirable situation, they could not make any 'firm decisions' about the project itself. However, having established resources and services, one YOT manager was prepared to:

...fight tooth and nail to keep funding for the positions that are in place at the moment.

Another YOT manager stated that it would:

...be a disaster if we actually lost the ability to refer to KYPE workers.

Moreover, when asked about the likely outcome of coming to the end of the funding period, two interviewees reported that the very 'gap' that the resources had set out to fill, would again be problematic if the funding could not be continued, as an ETE manager reported:

If [the resources are] not picked up by the YOT, Connexions or whoever, there is going to be a gap. I think it would be a great shame if this Connexions presence within the ISSP is lost.

Yet at the time of applying for funding (or any subsequent renewal of funding), no scheme had been required to describe how they planned to continue funding the resource into the future and as such, no managers reported the establishment of such arrangements. As a consequence of this, managers in the majority of areas had recognised the uncertainty now being faced.

Despite this uncertainty, in some areas, schemes appeared to be so well established that staff felt it was almost a certainty that the funding would be continued in some way. One ETE manager explained that the scheme was still growing and employing additional staff on all levels, in order to keep up with the demand for services. Overall therefore, staff recognised that the set up of KYPE had enabled a great deal of flexibility. As detailed throughout this chapter, managers were able to develop their own ways of spending their budgets and afforded opportunities to address local issues. In this sense the flexibility of the KYPE resources had been a useful way for managers to address many of the issues widely recognised as impacting upon the ETE engagement of young people within the KYPE target groups.

Summary of findings

This chapter reported on the operational issues which staff encountered in their attempts to expand and/or access existing ETE provision, as well delineating any potential solutions they implemented. The summary findings are:

- Staff carried out a range of practices in relation to developing working relationships within and between agencies. Many managers had introduced guidelines and protocols outlining staff roles, pushed for a presence on steering groups, and set up regular meetings with partner agencies in order to improve their abilities to assess and facilitate joint-working opportunities.
- In order to improve communications between YOTs and YOIs, most senior staff sought to establish databases and information-sharing practices. One particular emerging model of good practice was the development of 'transition documents'. These documents could be accessed and updated by both custody and community workers in order to ensure information remained current on each young person; with progress updated regularly. In addition, staff were able to work together to identify and put in place the necessary support mechanisms for the young person's release into the community.
- Managers reported ongoing problems with the quality and quantity of local ETE provision. This reflects wider concerns identified in the literature (e.g. Audit Commission, 2004; SEU, 1999; YJB, 2006). KYPE-funded staff working on a strategic level recognised both macro and micro-level constraints as impacting upon their abilities to establish adequate access to provisions for young people in the target group.
- In particular, the complicated structure and targets of existing provision were noted; with agencies and ETE providers often having their own targets or organisational difficulties to contend with. Furthermore, the timeconsuming and often overly bureaucratic processes involved in organising placements in line with providers' requests (e.g. completing applications for the EMA was seen as a

barrier to accessing suitable provisions. An additional difficulty was the perceived practices of ‘selection’, with providers sometimes demonstrating negative attitudes towards taking on young people in the target group. Finally, managers emphasised the problems of ensuring ETE providers adequately supervised young people during courses, while providing sufficient job opportunities following completion of the placements.

- In response to these difficulties, managers sought to encourage ongoing dialogue with providers in order to increase awareness and promote understanding of the KYPE initiative. Some of the practices they developed included setting up a multi-agency forum, establishing meeting networks, and devising information packs and working protocols. While managers continued to search for provision on a strategic level, they also recognised the contributions of practitioners in developing links and in assisting with the establishment of working relationships on an operational level.
- Over the course of the project managers found the flexibility of KYPE funding beneficial; enabling gaps in service to be resolved innovatively and allowing decisions about where monies were most needed to be made at a local level. Difficulties were also noted however. In particular, as a result of uncertainty over the future funding of KYPE, some managers reported that staff retention had been problematic during the course of the project. Most managers nevertheless reported that they would try to source new funding, as they felt that the additional resource had made a noticeable difference within their areas.

5 Working with young people: interviews with practitioners

Introduction

This chapter reports the findings from interviews conducted with practitioners funded by the KYPE project. Over the course of the evaluation, 79 interviews were conducted with practitioners across all 13 KYPE areas.⁴¹

The present report has already detailed staff perspectives on issues to have emerged during the early stages of project implementation, and the extent to which these issues impacted upon working practices during the set up and establishment of services (see Chapter 3).⁴² As such, Chapter 5 primarily presents data from the two rounds of interviews conducted in Phase 3 stage of the evaluation (January to April and June to October 2006). The interviews were conducted with 21 individuals, including:

- 11 learning mentors
- nine Connexions PAs, including two lead PAs⁴³
- one ISSP practitioner.

Interviewees were asked to reflect upon how the implemented resources and activities had progressed over the evaluation period. Questions also invited practitioners to discuss, on a personal and an organisational level, any achievements or emerging good practice that they considered to have developed. Fifteen of the practitioners had been interviewed on at least one previous occasion. This provided opportunities to examine the extent to which these individuals perceived their roles and activities to have progressed or developed over time.

While this chapter explores many of the themes and issues introduced in the previous chapter, the focus here is on exploring how these issues were recognised and dealt with from a practitioner perspective. As in Chapter 4, findings relating to ETE provision and working practices reported in other research are presented where relevant. This enables the interview findings to be located within the broader context of ETE issues within youth justice.

⁴¹ In total, data has been gathered from 47 interviews with PAs, 20 interviews with mentors and 12 interviews with staff in 'other' roles. The latter has included, for example, ISSP practitioners and education support workers.

⁴² Detailed analyses regarding the specific practices and organisational structures at various stages of the project are also provided in previous reports (Haslewood- Pocsik et al, 2004;15-32; Cooper et al, 2005:45-64).

⁴³ Four of the PAs were based in the community and four worked within a YOI. In addition a ninth PA divided his time between working in the community and custody.

Communications and working relations

This chapter begins by exploring the work environment within which KYPE-funded staff carried out their daily activities. Throughout the evaluation, practitioners recognised that adequate office resources and established information-sharing practices are vital in not only influencing and promoting communication and working relationships, but in affecting the level of service provided to young people. Despite this, practitioner concerns about these issues were consistently evident. As has been shown in Chapter 3, in the early implementation stages of the project, this created difficulties for the establishment of a comprehensive service. This section seeks to examine how these issues have been dealt with in Phase 3 of the project.

The working environment: staff access to administrative resources

Attempts to address many of the early difficulties regarding adequate resources were evident by the second year of the project (see Cooper et al, 2005:46-47). However despite progress, some practical resourcing difficulties continued to impact upon staff working practices within three of the nine participating YOIs. Inadequate access to the internet, insufficient work space and shared facilities remained problematic. For those YOI staff working in an open plan office, shared telephones and a lack of privacy for one-to-one discussions with young people were some of the specific problems which continued to affect their work.

Notwithstanding these issues, practitioners reported general overall improvements in their working environments. This primarily arose from opportunities for co-working and re-location of staff to more suitable locations. For example, in one YOI, integrating KYPE-funded PAs into a larger resettlement team had ensured that practitioners were better resourced in terms of office facilities. Moreover, the move also provided additional benefits in terms of fostering departmental relationships; with opportunities to share ETE knowledge and experiences between co-workers. Reflecting other findings more widely, once the Connexions staff were integrated into YOIs, it was also found that co-workers could start linking into the organisation's resources (YJB, 2006), both at an individual level, and in the set up of external links to the community. This development of custody/community relationships is however explored in more detail in the following section.

Working relationships and communication between community and custody

In early phases of the evaluation, practitioners emphasised the importance of positive working relationships between community and custody in establishing effective working practices. The need for improved links was also supported by the wider literature (e.g. Morris, Nelson and Stoney, 1999), with many education workers viewing the current continuation of provision from custody to community as 'adequate', or 'poor' (Pitcher et al, 2004).

Specifically, for YOI-based staff, the level of knowledge that community-based practitioners hold about their locality is an important determining factor in the amount of assistance that the custody-based PAs can provide the young person. Where it was felt that YOT-based practitioners were unresponsive to communications, or unable to provide adequate information, 'a good handover' of the young person was deemed impossible. In particular, two YOI-based practitioners found that inadequate communications posed problems for setting up referrals and establishing co-ordinated

support. One practitioner stressed the lack of understanding from community-based Connexions staff about their roles and the available services on offer. The custody-based PA reported that:

...you get people from the external Connexions thinking that you're going to be all singing, all dancing – you're going to do the referral, you're going to do this, you'll do that. So it's kind of trying to get a balance... give us the staff and we'll do the lot.

A need for improved communication between organisations was thus still evident in some locations. However, in response to earlier difficulties, by Phase 3 of the project a number of areas had established information-sharing protocols and had set up their own databases in addition to the existing available systems.⁴⁴ Initial attempts to develop these relationships took place strategically (see Chapter 4), however, on an operational level, it was widely agreed that overcoming such difficulties required a more efficient two-way flow of information between practitioners.

In one frontrunner-based YOI, practitioners had started compiling a comprehensive caseload record; including information about geographical area, release dates, and any relevant follow-up information on young people. Practitioners had found this beneficial in terms of enabling a continual update of information and a means of tracking the young person over time. It was also felt that the easily accessed information could be passed on to community-based practitioners; creating obvious benefits for working relationships between custody and community, and facilitating a better 'handover' of the young people.

In another frontrunner area, a Connexions database had recently been set up to create an electronic 'transition' document for each young person. As described in Chapter 4, this had obvious benefits across the area on a strategic level. For practitioners, the benefits of having up-to-date, summarised details about each individual on their caseload ensured that in addition to email and phone calls, they were able to access and share information on young people very quickly. As one lead PA stated:

There isn't that broken link that there can be sometimes when young people come into custody. We're really able to monitor them right from the word go...then planning their release and back out into the community they're monitored once again. So they are getting support all the way through.

Moreover, the system again enabled practitioners in the community to view the work being undertaken with the young people in custody and to prepare for the services they may require upon their release. At a practice level this means that, where possible, suitable ETE engagement could be organised in advance of the young person's release. Additionally, staff can put in place any necessary support for other identified issues or problems and ensure that a smoother transition from custody to community is established.

⁴⁴ For information on the difficulties of accessing up-to-date information (e.g. from *Asset*, YOIS) where additional databases and recording practices were not established, see Chapter 7.

Further to the set up of databases, attempts were made in at least two frontrunner areas and one cluster area to create regular meetings between staff in the YOI and the YOT, promoting a more joined-up service through interaction and co-operation. The establishment of the YOI-based ETE teams also led to the expansion of integrated services. Young people return to different geographical regions upon their release from custody, creating difficulties for staff to keep up-to-date with provisions within each locality. This problem has also been noted by research which found that where young people are transferred back to YOTs located some distance away from their YOIs, liaison between organisations can sometimes be erratic (YJB, 2006; Hazel et al, 2002). In light of this issue, two YOIs established staff responsibilities for holding caseloads from particular regions within their frontrunners and beyond. By keeping in direct contact with community-based PAs and ETE workers within their regions, this facilitated access to a wider range of providers and ensured that the young person could continue receiving assistance and advice from someone in their local area. Having established these practices in earlier stages of the project, a custody PA was keen to stress the benefits of this approach:

Any Connexions service that's based in a YOI is very much a pivotal role between custody and community. It's got to be...because if the links stop at the prison gateway then all that hard work, all that preparatory work that's gone in while they've been in custody can certainly just drop off.

Again in this sense, staff felt that enhanced co-operation enabled greater opportunities for intensive work to be carried out over time and reinforces to young people that help and advice does not stop once they leave custody. By improving both their practical resources and communication between custody and community, practitioners thus felt that they were not 'setting the young person up to fail' but, as one YOI-based PA put it, rather ensuring:

...that [the young person] can have the support on the outside. Linking up with the workers on the outside, and building on what has been achieved in custody.

Overall, in terms of the initial administrative and communication problems identified, interviewees believed that identifiable progress had been made. Pro-active attempts at both a strategic and a practitioner level to increase information-sharing opportunities and resources had, over time, not only created an environment of improved co-operation between PAs, but also led to the establishment of a better and more cohesive service for the young people.

The personal adviser and mentor roles

At the start of the KYPE project it was anticipated that funding would be used to employ practitioners in two main roles; as Connexions PAs and as learning mentors. As outlined in Chapter 3, the PA role was devised primarily with the intention of enabling staff to carry out a range of tasks, including liaising with organisations to broker provisions, while also acting as an advocate to the young person on a personal level. Mentoring provision was intended to offer a one-to-one relationship oriented towards the holistic development of the young person (Tarling et al, 2001). Both roles have been a central feature of the KYPE project across areas.

While the issues relating to the set up and implementation of practices have been detailed in Chapter 3, this section describes the work of the practitioners during the third phase of the evaluation. In doing so, the key aspects of the roles during this period are identified, and the main practices and issues to emerge from the use of these posts are considered.

Working practices

Interviews with staff revealed that working practices varied across areas, and this was also evident to some extent in their caseloads. Of those interviewed, the average caseload was 24 young people.⁴⁵ The range of practitioners' caseloads was however large; with staff working with 10 to 50 young people at any time. This reflected the fact that some practitioners were able to focus solely on one-to-one work with small numbers of young people, where as others with a larger caseload had less time to work intensively with individuals. However, the majority of staff commented that they would have liked smaller numbers of young people to work with in order to provide a more personal service for the young people.⁴⁶

While the vast majority of practitioners stated that they tailored their approaches towards each young person's individual needs, they nevertheless also reported that in the initial stages of working with a client, a general information gathering exercise would be undertaken. This included initial reviews of case files and personal assessments. Interviewees commonly cited that they would seek out access to a range of assessments;⁴⁷ providing details on the young person's ETE needs and capabilities, as well as any wider issues influencing their engagement.

Having undertaken these preparation activities, how then do practitioners begin working with the young person? The focus of the analysis now moves towards a more specific examination of staff perspectives on their daily tasks. These practices can be divided into two main issues:

- finding and setting up ETE provisions
- providing guidance: psychological support work for young people.

The following section deals with the first issue of locating, accessing and sustaining young people in ETE provisions.

Finding and setting up ETE provision

A central area of concern for practitioners was the standard and range of available ETE provision. Staff widely reported that accessing services and enhancing

⁴⁵ This is in excess of national guidance for PAs, which states that a caseload should consist of 10 to 20 people requiring integrated and specialist support. See: www.infed.org/personaladvisers/connexions.htm.

⁴⁶ For many staff, higher caseloads reflected the fact that staffing difficulties persisted, resulting in KYPE-funded staff covering the shortfalls and often taking on additional cases during these periods.

⁴⁷ This includes literacy and numeracy assessments, PLUS assessments, basic skills assessments and a range of psychometric tests. *Asset* also provides information on a wide range of issues affecting the young person's lifestyle.

engagement opportunities for the young people could be a complex process. The primary issues affecting these goals can be summarised as follows:

- the quantity and quality of available ETE provisions
- practical issues of accessing ETE provisions
- working with ETE providers.

The quality and quantity of available ETE provisions

As detailed in previous KYPE reports (Haslewood-Poscik et al, 2004; Cooper et al, 2005) and in wider youth justice research (eg. Foster, 2006:19-20; YJB, 2006:66), the majority of practitioners report a lack of 'suitable' ETE provision. In Phase 3 of the evaluation, the struggle to locate places for young people who offend remained an issue.

According to the practitioners, the range of provisions detailed in the KYPE evaluation survey form primarily involved an emphasis on practical work or trades (e.g. construction or mechanics), but staff felt that despite some regularly accessed national organisations (e.g. NACRO or The Princes Trust), there was a general shortage of provision for young people across the pre and post-16 age group. ETE opportunities were viewed as very area dependent, and even within areas, localised differences existed. Of notable concern to practitioners was the paucity of vocational work and apprenticeships (in particular plastering and plumbing), as well as suitable alternatives to traditional educational provision (e.g. college, basic skills training, PRUs).

In operational terms, where there was a distinct lack of provisions this created not only practical difficulties for staff, who may need to help individuals meet their requisite number of hours of ETE engagement per week, but also for the young person's motivational outlook. A mentor summarised this issue:

You get enough staff saying 'you can achieve, you can achieve, come on' and then they say 'ok, I want to be a plumber'...and then you face the reality of the labour market and it's like an extra set-back when they've been encouraged to think about it.

In addition, a further concern among staff was the quality of available provisions, as mentioned in Chapter 4. Many practitioners stated that it was not a simple case of finding more construction or mechanics placements, but rather ensuring that where quality provisions within these fields exist, they are made available to young people from the youth justice system. A primary concern relating to the quality of provision was the fact that once on a placement, enough encouragement and opportunities would be provided by employers to enable the young person's continued participation. In this sense, it was recognised that it is not simply a case of putting individuals into placements, but about finding 'the right providers' to meet their needs on an ongoing basis. A custody PA summarised what she felt to be the main issue:

Maintaining lads' interest and motivation is the difficult task that providers face, and how they deal with it makes the difference between a good and a bad provider.

Practitioners thus recognised that while individuals can be put into placements and asked to attend, making learning a useful and constructive experience is a considerably different and more complex task, ultimately involving the co-operation of practitioners and providers (for further discussion of the role of staff in this respect, see ‘working with ETE providers’, below). A difficulty is that provisions which do not meet the standards desired by practitioners, or which do not specifically offer the young person the skills or qualifications that they seek, can lead to negative experiences. This in turn may put the young people off participating in future ETE. There was, therefore, a general consensus that this issue may have long-term implications for the young person’s engagement.

Practical issues of accessing ETE provisions

During interviews, staff revealed a number of practical concerns relating to ETE provisions. Of particular relevance at the outset of their work is the need to make the young person ‘employable’ to local providers. As many of the young people that staff work with may have limited education and qualifications, accessing resources can be extremely difficult. One community PA summarised the problems faced:

They have no GCSEs, no work experience, they didn’t do Year 11, they didn’t do Year 8 some of them. So, in terms of actually making them employable, it’s going to be very difficult.

With the acknowledged competition for available placements and apprenticeships, staff had found that colleges in particular were difficult to access. This had obvious implications for the young people, as two custody-based PAs explained:

The [young people] aspire for mechanics and construction. The reality is they are labouring and factory work, shop work, unless they have contacts. It’s extremely difficult for them to access apprenticeships but then it’s extremely difficult for many GCSE lads who have attended school and not got into trouble, to access apprenticeships, so they’re competing against these guys.

[Providers] can ‘cherry pick’ they want to pick the ones with the good grades who have just left school. Most of ours don’t have grades and it’s a case of if there are still some places left then the providers will consider our kids.

In addition to the lack of suitable and available places, additional issues regarding the young peoples’ access to provisions concerned the adherence of the majority of college and training providers to an academic year timetable. This was a widely recognised barrier for practitioners seeking to find suitable ETE placements both among KYPE interviewees and in wider research (YJB, 2006:66). The following quote from a PA reflects the difficulties faced:

One of the main problems I’ve got is that the education training provision runs to quite a strict timetable...It all starts in the early autumn. There’s very little provision that it’s possible for these young people to access outside of that time.

Practitioners working with young offenders to find ETE provision early in the year, or immediately upon release from custody, face difficulties in securing adequate provision outside of this timetable. Staff felt that waiting weeks or months to begin a placement can be extremely de-motivating for the young person, and may also potentially increase the likelihood of reoffending behaviour. Practitioners therefore recognised a need to attempt to fill the young people's timetables where ETE provision may be unavailable. The majority of staff reported that, where possible, they attempted to engage the young person in new and constructive activities, promoting personal development and social engagement (e.g. Positive Activities for Young People (PAYP)).

In the light of these practical issues of engagement, practitioners saw their role in setting up ETE as twofold. Firstly, working towards getting the young person to a point where employers and colleges may feel comfortable about taking them on, and secondly, ensuring that the providers themselves may be willing to offer the young person the necessary opportunities they need to engage.

Working with ETE providers

Recent research has found that practitioners' relationships with providers can be problematic (Foster, 2006; YJB, 2006); with reported difficulties for staff accessing education for young people (Moore et al, 2004). These findings were also reflected in earlier phases of the KYPE evaluation, whereby staff found the attitude of providers to be an important factor in setting up and arranging ETE placements (Cooper et al, 2005:56-7).

This issue has been discussed in detail in the previous chapter from a manager's perspective, yet practitioners also continued to feel that providers were instinctively wary of taking young people straight out of custody. Where YOT-based practitioners approached potential providers, they frequently found that in addition to the competition for placements, they could be met with negative views of the young people they referred, as the following quote from a PA illustrates:

Colleges still kind of tremble when you mention [YOT] kids...they can pick up all the school leavers, so they don't need to be looking at our kids.

As also reported in the previous chapter, interviewees found that it can be extremely difficult for those who do want to participate, but come up against negative attitudes when they try to engage with learning activities. Despite these ongoing problems, many vocational providers were nevertheless found to be flexible and accommodating towards the young people within the target group. There were also positive examples of co-operation and noted improvements, with one PA adding:

I think some of the E2E providers have got a greater awareness and in some cases more sympathy now.

The majority of staff felt that working over an extended period of time with providers and building up positive working relationships were the most effective means of establishing trust between agencies and ensuring that reliable and useful provisions could be set up. The following quote by one mentor highlights this point:

We have some people who are wary and who don't want us to take on the young people, but we talk to them and we ask them to give us some credit because we wouldn't put a young person on an E2E programme or into something that we didn't think they were ready for. Now we do have a good rapport with providers as we have worked with them for a while and they start to trust us and to trust our judgement.

Yet despite evidence of a move towards greater mutual support and understanding between providers and youth justice staff, the need to further improve the level of support and information given to prospective providers was nevertheless recognised by many staff, including the following three practitioners:

[Practitioners] can do as much as they can, but there needs to be acceptance and enthusiasm from providers in order to get [young people] into provisions.

[We're] trying to canvass employers to be a bit more sympathetic towards people with an offending background.

It's changing employers' attitudes to young people and to our project. We need to educate them about what we can give them...As with any employment, you take a risk on who you employ, but with us at least you have support.

For some staff, it was about working with providers on a daily basis to 'educate' them not to just look for the problems and disadvantages of working with young people who have offended, but to also see the potential positives. Chapter 4 has outlined attempts to introduce information to providers on a strategic level. For practitioners, daily practices frequently involved, communicating with potential providers, gaining information about ETE placements, and visiting prospective employers. Staff felt that the key to positive working relationships between criminal justice practitioners and providers was the establishment of co-operation and understanding gained through frequent communication. It was generally perceived that having a named contact helped to facilitate co-operation with external providers, particularly if the organisation had a large number of staff. Moreover, where positive working relationships with providers were in place, practitioners also found that it was frequently possible to negotiate terms and access where there might otherwise be limited opportunities.

In sum, staff found that many of the difficulties that they encountered could be managed and improved by maintaining good communication and contact with both the young person and the provider before, and during, the period of the placement. In doing so, this helped to enable many of the above issues regarding expectations and attitudes to be addressed. As one mentor had found, it had also helped to ensure that the working situation could remain suitable and sustainable for all involved:

Sometimes the employers do look for certain things before they put [the young person] into a placement, and sometimes they expect too much too quickly and that's why we work with them for the first while and then we try and support both the employer and the young person through their placement.

To this end, in three areas more formal arrangements had been put in place whereby staff had set up and begun to attend regular three-way review meetings, ensuring that there are no problems or issues that may affect the young person's ability to stay in work. At the same time, this continued visible assistance can promote understanding and co-operation between providers and practitioners.

Providing guidance: psychological support work for young people

The previous sections detail a range of the practical difficulties impacting upon young people's engagement. In contrast, this section deals with the guidance or support that the workers provide on an individual basis. In this context, 'support' refers to the ways in which practitioners deal with the attitudinal and psychological difficulties that young people face. For the majority of practitioners, this provision remained the most complex and difficult part of their job. As one custody-based PA summarised:

Careers advice on one level is dead easy, you can get a computer to do it, you can sit them down in front of the computer package which will ask them a load of questions and fire out a load of jobs that will fit their answers... The difficult bit is the motivational bit.

Indeed, when working with young people, KYPE-funded practitioners generally believed that ETE issues could not be viewed in isolation from the other difficulties and problems that might be faced by young people. One mentor explained how he saw the situation:

A lot of the time when kids aren't attending school or college you go round to see them and you realise why they aren't going to school, it's because they have so many problems – and you can't walk away from that, you have to try and help them in these respects as well.

The following section explores many of the processes staff undertook in order to begin providing this help.

Establishing a working relationship

A recent study by Foster (2006) reported that staff saw one-to-one work and personal support as key features in engaging young people. Moreover, empathy has also been viewed as a striking part of the mentoring process, with practitioners sustaining efforts to engage with a sense of the difficulties and the challenges that the young people face (Spencer, 2006). Regardless of job title, KYPE-funded staff agreed that the ability to 'create a relationship' with the young person had been central to the success of their work. Interviewees reported that when working with an individual, they tended to adopt a 'guardian' or listening role, in order to develop a relationship of trust. This approach has also been perceived as enabling the young person to take up opportunities to confide in and seek advice from their worker (Newburn and Shiner, 2005; BMRB, 1999). This was believed to be crucial for the young person to begin to value the support that they receive, as a KYPE mentor explained:

One young person said... 'I don't mind turning up with you because you're different, I can just relax and talk to you and say what's on my mind and you're not telling me how I should be going about things, you're not lecturing me'.

Moreover, as noted in previous KYPE reports, the majority of workers (and particularly link mentors) tended to be regarded by young people as an informal counsellor, rather than an enforcer. A mentor summarised the issue:

We have the time to spend with the young people...and the YOT staff probably have shorter periods of time and a lot of that is enforcing, but we are not enforcing anything.

Interviewees felt that by ensuring clarification of this point from the outset, the young person could understand the role of their worker as one of ‘friend’ or ‘confidant’, rather than as an authority figure.⁴⁸ In practical terms, this may enhance willingness to engage with them and cause less resentment when it comes to monitoring progress during work placements. Similar findings were evident in research conducted by Philip and Hendry (2000:221). In this instance, mentors’ work was characterised by an underlying theme of accepting young people on their own terms as individuals.

A further common feature of staff practice is that once young people have been provided with the knowledge about the available ETE options, they are encouraged to adopt an active role in their learning; taking responsibility for their own goals, plans, and actions, rather than being coerced into specific placements. In motivating the young person to become engaged, support in their decision-making process is offered through the receipt of information about available career options. As one mentor explained:

Our job is about giving the young people choices and not pressuring them into doing anything that they don’t want to do. If we do that then we’re wasting their time, we’re wasting our time and we’re wasting the time of the colleges and providers...it’s just preparing them for what’s ahead of them.

Along with increasing the young person’s knowledge and awareness of provisions, becoming an active participant in establishing a future plan is also encouraged through the use of motivational work. The young person is helped to recognise their strengths and learning potential, and to work to overcome their ETE weaknesses through reflection on their past experiences. The following quotes from learning mentors illustrate some of the steps taken by staff to highlight these activities:

I try and tell them to own their decisions...just be in control of those decisions and do it now. Don’t wait until you’re in jail before you say ‘I’m going to be a plumber’ and then have to wait two year’s before you get released before you can do something about it.

It’s about helping them to understand their potential and about getting them to think about what they’ve actually got to offer.

To this end, in a number of areas an introductory period of working with the young person was introduced to allow staff time to properly assess young people’s attitudes and skills. In one area, staff reported that they work with the young people for a minimum of four weeks prior to even looking for an ETE placement. In a further two

⁴⁸ See Chapter 8 for the young people’s perspectives of the one-to-one help that they received from the KYPE-funded workers.

areas, staff work with the young people as soon as they receive a custodial sentence. The practitioner uses this period to then assist the young person with devising their action plan. In addition, they act as advocates to put in place the necessary services upon release. A PA explained the benefits of this set up:

It's easier to sort of talk positively to them at that stage because all the problems haven't hit in. So if you can put a plan together at that stage then sometimes when they come out and things do start to go wrong you can pull them back to the original thinking.

This not only allows the young person to get to know their worker, but also to discuss with them on a personal level, their attitudes towards ETE. To encourage this process, staff tend to introduce a number of action points that the young person has to address over time, focusing on the areas of need and encouraging the individual to personally address barriers to their engagement. This also promotes an 'empowering' of the young person, enabling them to take control and to plan their own future. The approach to work is also evident in an analysis of one youth project, whereby mentors were found to motivate the young people to set themselves individual goals and personal targets (Tarling et al, 2001). Practitioners felt that undertaking this kind of initial intensive work is extremely useful and largely directed towards the young person's preparation for ETE engagement, a link mentor summarised how he saw his role:

The majority of our work should be done before [the young person] starts the work placement, we should then only try to give them help if something goes wrong – you want to give them independence as well, just so long as they know the support is there.

However, any work encouraging the young person to manage their own individual ambitions is influenced greatly by the availability and quality of local ETE provisions. As has been outlined earlier in this chapter, the issue can be problematic. While staff recognised the need to spend time encouraging a positive general attitude to learning, they were thus also acutely aware of not wanting to set the young person up to face negative experiences and rejections if the quality and quantity of provisions are not there. This illustrates the degree to which practitioners' services are influenced by and to some extent reliant upon other practical factors and services already in place.

Managing the young person's capabilities: preparing for re-engagement

In addition to concerns staff held about the impact of their efforts on a broader level, practitioners generally felt that without motivation and commitment from the young person, re-engagement can be even more problematic. Although the young person's attitude towards ETE and the perceived barriers to their engagement are explored further in Chapter 8, as noted above, practitioners also saw the importance of addressing these issues in the early stage of their work. However, in accepting this position the vast majority of interviewees perceived a 'clash' between the targets of getting the young people into provision quickly and the reality of their often chaotic lifestyles.

It shouldn't be just about targets, we need to spend time with the kids and learn about what they feel ready for and what they are interested in.

As such, the vast majority of staff interviewed stressed that they tended to see expectations of ‘full-time engagement’ as over-optimistic and unrealistic. Rather, in the vast majority of cases, interviewees preferred ‘engagement’ to be defined on an individual case basis, relative to each young person. The following quotation from a community-based PA summarises these views:

...the [young people] need moving into what they can cope with at the pace they can cope with and that’s going to vary.

Practitioners thus felt that while being engaged on a placement provides opportunities for potential qualifications and experiences to be obtained, one of the greatest benefits that the young people may nevertheless gain from the support they receive is the advice and guidance around the wider ongoing difficulties in their lives. One PA explained this view:

We have our target to get people into ETE but that’s just a number at the end of the day. The amount of people that we’ve actually affected has been a lot more than what our stats say at the moment. It’s not a true reflection of what we’ve done with young people individually. The stories we hear back from people about how we’ve affected their lives mean a lot more to me than a stat.

As the quote illustrates, the problem for practitioners is the difficulties any organisation has in accurately measuring these achievements, particularly when such motivational and attitudinal work cannot be registered in quantifiable terms. This issue was recognised by a number of staff. It was generally felt that the way in which engagement is currently measured, is not always a fair reflection of the successful work that has been carried out with the young person. One PA neatly summarised this point:

Sometimes I’ve had a kid who’s been good as gold in employment, for all but two days before the end of their order. If they drop out at that point you get no accountability for what you’ve done...so although you might not be able to say that young person is in education or training, they’ve actually become stable in their own accommodation, they’ve started attending appointments, they’re attending the drug treatment programme...there is a whole host of other things.

Many interviewees therefore felt that in order to effectively manage both the young person’s ETE aspirations and the range of influencing factors and problems in their lives, the process of becoming re-engaged must begin prior to the take-up of any ETE placement. Rather, it begins with preparation for work and the receipt of motivational support and positive encouragement, in order to gain the psychological stability needed to attend ETE over time.

Establishing ETE practitioner roles within organisations: the way forward?

These data highlight that having made progress in organisational and administrative set up, the staff focus turned towards developing individual roles and practices. In their work with young people KYPE-funded practitioners continued to deal with a

range of issues. While the vast majority of staff perceived their daily tasks to encompass aspects of traditional careers advice, such as providing information and advice to various ETE agencies, undoubtedly their practices also extend beyond issues directly linked to ETE. Primarily this involves incorporating attempts to carry out one-to-one work to address young people's psychological and social barriers to engagement.

To this end, one benefit of the PA/mentor roles perceived by staff, was the lack of line-manager enforced supervision over, for example, time spent in the office, or specific daily tasks. The majority of staff felt that this flexibility enabled them to be 'out in the field' carrying out a variety of work practices to engage young people. This was regarded as a defining characteristic of many of the roles and was widely seen as a successful and flexible means of supporting the work of other colleagues. Staff felt that they had utilised their flexibility to ensure that they could effectively fit into a position that would support, complement and link together the work of other practitioners. Describing her role, one mentor explained:

We bridge the gaps where there are gaps, we also signpost for referrals to more specialist help. We are the flexible help.

Another mentor also supported this view:

I describe us as the 'glue'. We have made more of a link between organisations and services.

Over the course of the project staff worked hard to 'earn respect' among their colleagues, and in many cases perceived that their co-workers had also begun to recognise the potential benefits for inter-agency working; furthering links, and enhancing the available ETE provisions knowledge within these organisations (Cooper et al, 2005:50-51). As one mentor noted:

Without us I think the support workers, YOT officers and everybody else would sorely miss us and not only that, the young people would suffer.

Paradoxically therefore, the very undefined and flexible nature of the roles which caused initial difficulties for co-workers, (see Haslewood-Poscik et al, 2004:21-22 as well as Chapter 3), tended to be increasingly recognised as one of the key benefits of the positions. Notably, having no structured or overtly-constrained role provided chances to develop and establish roles to complement the wider education-based work being carried out in YOTs and YOIs. In this sense, the differences in practice between PAs and mentors were somewhat undefined. This was also noted by one of the community-based PAs who said that 'as a PA you are more like a mentor, as well as the education side of it'.

Considering these issues raises ideas about whether the best way forward for improving ETE services could be to invest in two separate positions (i.e. PAs and mentors), or whether young people may derive greater benefit from a role which 'blurs' the distinction between the two positions? The idea would be to create a more generic worker, but one who would be viewed as more peripheral to the Criminal Justice System and thus able to give more 'mainstream' personal support?

The interview data suggest that there may be no definite answer to this question. Rather than distinguish specific general job descriptions applicable to all PAs or mentors, the best use of resources may be to utilise the flexibility of the staff approaches to complement existing resources and to provide the young people with the services that they need. The perceived successes of these practitioner roles has been reflected in recent moves within one frontrunner area to utilise aspects of PA posts and practices funded by the KYPE project as a framework for further ETE practical work. One PA explained:

There are other Connexions services now starting to get involved in [the YOI] and they're using the way I work as a sort of model really for how they're going to work.

More widely, staff in two areas reported that having established and incorporated practitioners funded by the KYPE project into the overall framework of services within their YOTs and YOIs, the new roles were now being recognised as a positive and valuable contribution to ETE services within frontrunner areas. It was thus clear that in general, staff devised working practices to complement and fit into other staff members' roles within their individual organisations. In doing so, interviewees tended to agree that their funded posts had, over time, come to relieve some of the pressure on other ETE workers and facilitated the development of more integrated services.

Summary of findings

The following points summarise the main issues to emerge from the 21 interviews with practitioners during Phase 3 of the evaluation:

- Pro-active attempts by staff to improve levels of resources and communication had improved co-working relationships within and across areas. A need for further information-sharing between organisations was still to some degree evident however, particularly between community and custody settings. Staff meetings across various organisations and agencies and the introduction of shared databases were seen as attempts to overcome these problems.
- Practitioners reported a number of difficulties in locating, accessing and sustaining young people in local ETE provisions. In response to this, the primary issues staff sought to address were; the quantity and quality of ETE provisions, particularly in relation to popular courses and apprenticeships (e.g. construction or mechanics), and the practical issues of accessing ETE provisions. Two of the main difficulties noted by staff were the competition for available placements, making courses difficult to access for young people within the target group, and the adherence of the majority of college and training providers to an academic year timetable. Where full-time participation was not possible, attempts were frequently made to place the young person in short-term constructive and skill-building activities. At a practitioner level, this preparation time was also spent preparing the young person for work on both a psychological and social level.
- Where difficulties with external organisations were apparent, for example in terms of a reluctance to take on young people who offended, this made establishing engagement opportunities for young people particularly problematic.

To attempt to address these difficulties, practitioners aimed to increase communication with ETE providers on an operational level. The majority of interviewees felt that working over an extended period of time to build up positive working relationships was the most effective means of establishing trust between agencies and ensuring that reliable and useful provisions could be set up.

- Practitioners recognised that while individuals could be put into placements and told to attend, making learning a ‘sustainable and worthwhile’ experience is a considerably different and more complex task, ultimately involving the co-operation of practitioners and providers. To this end, staff in some areas had begun to attend regular three-way review meetings, ensuring that good communication and contact with both the young person and the provider could be maintained during the placement period. This aimed to enhance the available support to all involved and prevent any small concerns becoming issues which may prevent the continuation of the placement.
- A central tenet of both the PA and mentoring roles was the one-to-one support work carried out with young people to address personal and social barriers to engagement. All practitioners agreed that the ability to ‘create a relationship’ with the young person had been central to the success of their work. Young people were encouraged to reflect upon their attitudes towards learning and to take responsibility for their own goals, plans, and actions. In addition, the majority of KYPE-funded workers felt that they were regarded as a ‘confidant’ rather than an ‘enforcer’.
- Practitioners perceived a degree of conflict between the targets of getting the young people into ETE provision quickly and the reality of their often chaotic lifestyles. As such, staff tended to see full-time engagement as an over-optimistic and in many cases unrealistic target for the target group of young people. Practitioners thus felt that for many young people, becoming re-engaged was about beginning the long process of preparation for work; obtaining motivational support and positive encouragement in order to gain the social skills and psychological stability needed to attend ETE over time.
- In establishing their working practices staff had, paradoxically, ensured that the very undefined and flexible nature of the roles which caused initial difficulties among co-workers, were now widely recognised as one of the key benefits of the positions. Not having a structured or overtly-constrained post had, in many cases, led to increased opportunities for role development which complemented the wider education-based work being carried out in YOTs and YOIs.
- Discussions with practitioners about the PA and mentoring roles raised questions over whether the best way to improve ETE services to young people at high risk of reoffending might be to invest in two separate positions (i.e. PAs and mentors), or whether young people may derive greater benefit from a role which ‘blurs’ the distinction between the two positions to create a more generic worker, who would be viewed as external to the Criminal Justice System and thus able to give more mainstream personal support. The interview data suggests that the best use of resources may be to utilise the flexibility of the staff approaches to complement existing local organisational set ups and resources.

6 Education, training and employment trends

Introduction

The previous three chapters have broadly examined issues relating to the implementation and establishment of KYPE from the perspectives of managers and practitioners. Having highlighted the range of activities and practices undertaken by these staff, the next four chapters turn to explore the characteristics and longer term outcomes relating to the young people at the centre of the initiative.

In England and Wales, YOTs submit quarterly THEMIS returns to the YJB consisting of data measuring each YOT team against performance targets. This chapter provides an analysis of THEMIS data by considering the ETE trends within the youth justice system as a context for the work undertaken by areas funded by the KYPE initiative.

THEMIS data collection and collation

The YJB provided the evaluation team with raw quarterly data for all YOTs in England and Wales between the 2000/01 and 2005/06 financial years. However, in undertaking the analysis, there were a number of considerations to bear in mind.

The THEMIS dataset

Until 2006, data on ETE has historically consisted of the proportion of young people participating in full-time ETE (i.e. more than 25 hours) in the final week of their order (YJB, 2002). This has recently been altered so that young people are divided into school-age and non-school age and so that information can be collected on the proportions of these groups who are: in 25 hours or more; 16 to 25 hours; and less than 16 hours of ETE. Yet the returns still focus on the final week of the order:

...for the purposes of this measure, the 25-hour requirement should be calculated at the end of the disposal, i.e. in the last full working week of the disposal was the young person receiving 25 hours ETE?

(YJB, 2006c:53-54)

As previously outlined, the KYPE initiative primarily aimed to target those young people subject to DTO and ISSP. However, the THEMIS data are aggregated so that 'community sentences' covers all community disposals other than Referral and Reparation Orders and 'custodial sentences' covers DTOs, section 90 (life) and section 91 (determinate sentences). Therefore the most obvious limitation for the purpose of this study is that it is not possible to disaggregate ISSP sentences from other community disposals, or DTOs from other custodial sentences.

Furthermore, THEMIS returns have previously been shown to be inaccurate in relation to ETE placements (YJB, 2006) and in other areas of practice such as *Asset completion* (Sutherland et al, unpublished; Gray et al, 2005; Feilzer and Hood, 2004). In contrast to the figures given by YOTs, one report suggests that as few as '35% to

45% of young people in the youth justice system are in receipt of full-time education, training and employment' (YJB, 2006:7).⁴⁹ It is important to state at this point, that the role of YOTs is primarily to broker ETE placements, not to provide primary resources, as external provision is outside of their remit. As such, the returns represent the YOTs' success rate in placing young people in external provision.⁵⁰

In the Year 1 KYPE report (Haslewood-Poscik et al, 2004:48-58) trends in young people's engagement in ETE were presented using data from THEMIS. This analysis was highly detailed, but also pointed out weaknesses in the reliability of the data used. One such problem is that a young person can be recorded a number of times within the same year.⁵¹ A further potential problem relating to this data is that if teams are so inclined, they can target their efforts to place young people at the final weeks of their sentence, and artificially inflate their 'success' rate.

ETE trends across youth justice disposals

With these acknowledged issues and difficulties in mind, a cautious but pragmatic view of the THEMIS returns was taken. Even with the limitations described, the data do allow broad overall trends to be explored and reported on. Furthermore, at present, no other source of data exists which allows the systematic review of ETE trends among young people sentenced to interventions by the courts in England and Wales. For example, recent attempts to record survey data also encountered methodological and practical difficulties (see YJB, 2006). As such, THEMIS data remains the most extensive dataset currently available.

Overall trends in ETE

As reported in the first KYPE evaluation report (Haslewood-Poscik et al, 2004:34-37) and by the YJB (YJB, 2006), the overall trend in ETE is upwards; that is, there has been a gradual year-on-year increase in the number of young people on all sentences accessing ETE since 2002. It appears that after an initial sharp increase from 2002/03 to 2003/04 of approximately 10%, the upward trend has slowed (see Figure 6.1 taken from YJB, 2006), and YOTs have consistently failed to achieve the performance target

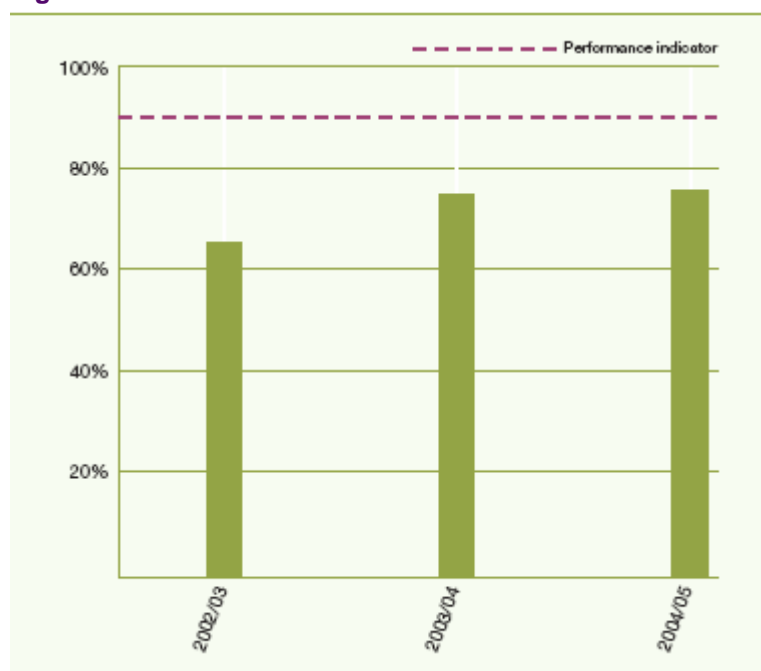
⁴⁹ It may be possible that this estimate is inaccurate, perhaps over or under-representing the 'true' figure, particularly in light of the poor response rate from some regions which constitute a higher proportion of the YOT caseload (e.g. London, the West Midlands and Yorkshire) (see YJB, 2006:106-107).

⁵⁰ This obviously says nothing about the *rest* of the intervention, which is why apparently contradictory findings such as those reported by YJB (2006) relating that less than half of young people in the youth justice system are engaged in full-time ETE at any one time, can also be correct.

⁵¹ For instance, a young person might begin the year on a six-month Supervision Order, and then be sentenced again later that year to receive another Supervision Order for a further offence. If both Supervision Orders finish in the same year and the young person was in a placement during their final week, they would be counted twice. This situation can mean that if the young person is already attending college and maintains their place, the YOT can return that two young people were in suitable ETE at the end of their sentence. Conversely, if the young person has not engaged in ETE, then two interventions are recorded as not being placed successfully.

of 90% of interventions ending with the young person in full-time ETE in the final week of their order.⁵²

Figure 6.1 Overall trend in ETE across YOTs



ETE across disposals

Using THEMIS data, a more detailed picture of ETE engagement across the spectrum of disposals can be demonstrated. The graph below (Figure 6.2) shows average differences in ETE placement across a range of disposals from 2001/02 to 2005/06 equating to different points within the Criminal Justice System. As can be seen from Figure 6.2, there are stark differences in the percentage of young people placed in suitable ETE, depending on which disposal they are being supervised on.

One point which requires clarification is the data relating to ‘custodial sentences’ in Figure 6.2. While the young people in this group have been sentenced to custody, most young people given terms of imprisonment are released either ‘on licence’ (in the case of section 90/91 cases) or complete the second half of their DTO in the community. The counting rule relating to ETE states that YOTs should record progress in the ‘final week of the order’, as such this is actually a measure of whether they have been in ETE while in the community, not in custody (YJB, 2005).⁵³

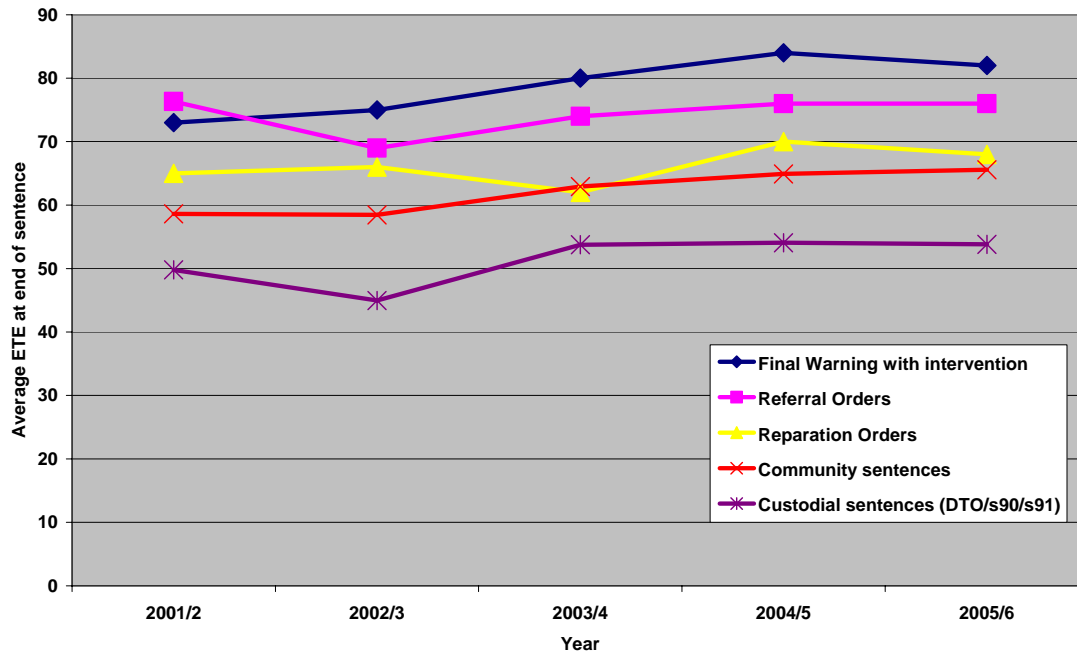
Notably, there is a decrease in ETE placements from Final Warning with intervention, through ‘community sentences’ to ‘custodial sentences’, indicating that the further into the Criminal Justice System a young person progresses, the less likely they are to be engaged in ETE. This is not the same as saying that progression through the

⁵² A wider discussion on this target can be found in YJB (2006).

⁵³ This seems to have been the source of some confusion. The National Audit Office reported the target as: ‘90% of young people to be in full-time education or training by the end of their custodial term’ (NAO, 2004:52).

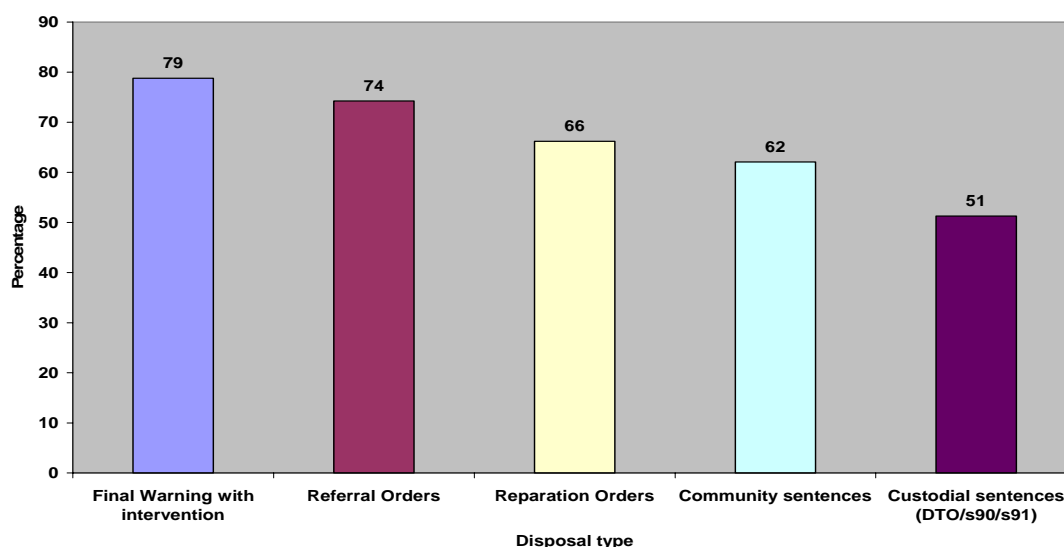
Criminal Justice System causes lower levels of ETE participation, more that when young people are measured at different points within that system, there are varying levels of ETE participation.

Figure 6.2 Average ETE participation across disposals 2001/02 to 2005/06



While there has been an upwards trend in the percentage of young people attending ETE, this trend masks large differences between different types of disposal. When averaged across the five-year period 2001/02 to 2005/06, the trend becomes clearer (see Figure 6.3 below). Approximately 50% of those receiving custodial sentences were in full-time ETE in the last week of their disposal, compared to roughly four-in-five (79%) of those receiving Final Warnings. This overall percentage also masks huge variation in the number of outcomes for each disposal. For example there were 195,483 disposals in the youth justice system during 2004/05, 15% (29,231) of these were Final Warnings, compared with just 6,862 custodial sentences (4%) for the same period (YJB, 2006d). This means that smaller numbers of young people not being in ETE within the custodial population will exert a larger influence on percentage changes than within the Final Warnings group.

Figure 6.3 Five-year averages for ETE engagement across disposals



There is almost certainly an age effect skewing these figures. For example, in 2004/05 the majority of custodial sentences (68%) were given to young people aged 16 or 17 years. Likewise, in the same period 68% of all Supervision Orders (with and without conditions) were given to young people aged 15 or older (YJB, 2006d). As such, school leavers or those who have already left statutory education form the bulk of young people on these disposals, so it might be expected that there would be a lower level of ETE participation.

The low percentage of ETE engagement within the ‘custodial sentences’ population may be considered a reflection of their interrupted progress in ETE, their age, and the difficulties faced by YOTs in finding suitable ETE placements upon release as a result of these factors (as discussed in Chapters 4 and 5). It is within the practical context of working with groups of young people with myriad needs and risks that the KYPE initiative was launched. From these figures, it is clear that focusing on young people on DTOs and ISSPs meant that the KYPE initiative faced a considerable challenge. Furthermore, the differing levels of engagement across disposals suggests that having a single overall target for ETE (90%) which encompasses all young people in the youth justice system requires some revision; perhaps along the lines of differentiated targets for different court disposals.⁵⁴

Comparisons using THEMIS data

In the first year evaluation report, an attempt was made to ascertain whether differences in ETE placement between KYPE and non-KYPE YOTs could be attributed to the present initiative (Haslewood-Pocsik et al, 2004:48-58). In attempting to repeat this analysis for a longer period of time, a number of issues became apparent

⁵⁴ The YJB have already introduced a distinction between ‘school-age’ and ‘non-school age’ young people within returns, so perhaps this, along with the information presented here, might be used to inform any new targets.

which indicated that such an analysis would be methodologically weak. These are summarised as follows:

- YOTs are at the end of the Criminal Justice System (in that a complex process involving the police, victims, CPS and the courts often comes before YOT intervention). Any analysis of THEMIS data would therefore be affected by the actual number of young people being dealt with in the course of a year and the characteristics of those young people i.e. the throughput of the YOT. For example, one YOT recorded over 2,000 interventions in the seven quarters prior to funding being introduced, another only 49. The resultant percentages could be vastly different (and vary hugely from year to year); comparisons would be meaningless as the varying throughput is not taken into account during analysis.
- It is difficult to establish how much funding some areas within the KYPE groups had in addition to the funding from the YJB; in some cases they had matched funding (effectively doubling the resource), in others, KYPE monies were the sole source of funds (see also Chapter 10). Likewise, it is unknown to what extent the non-KYPE YOTs received extra ETE funding/resources from other agencies/sponsors which would impact on their ability to broker placements.
- The external resources which each YOT had access to influence to some extent the chances young people had of gaining a placement. If such resources are limited, either by numbers or suitability, then fewer young people can access them.
- Co-occurring initiatives with concordant aims (i.e. re-engaging specific groups of young people into ETE) which emerged at the same time, whether locally or nationally may have impacted upon figures but would also not have been accounted for.

The cumulative impact of these issues meant that comparing KYPE with non-KYPE funded YOTs would be problematic. As a result of these difficulties, a pre/post-funding analysis was instead undertaken; comparing each YOT with itself prior to and after the funding was introduced. This ensured that the issues relating to acceptable baseline data (e.g. avoiding comparing small YOTs with large YOTs), along with localised criminal justice processes, could be held constant.

Given that frontrunner and cluster areas received funding at different times, a suitable comparison period had to be decided for both groups. Frontrunner areas were all operational by 1 January 2004 so this was taken as the start date for this group. The available THEMIS data meant that comparisons could only take place for the seven quarters pre/post the given start date; so the reference timeframes were 1 January 2004 to 30 September 2005. Cluster areas received funding a year later and as a result, the pre/post timeframe was not as wide (six quarters instead of seven).⁵⁵ The start date for this group was taken as 1 January 2005, again allowing enough time for each area to have recruited staff within the YOTs and to have begun operations.

⁵⁵ The aggregation of 2002/03 THEMIS data meant that it was not possible to match the comparison timeframes for both groups; 2002 data were provided as totals for the year as opposed quarterly totals.

Figures 6.4 to 6.7 show a comparison of the eight frontrunner areas and five cluster areas pre/post their respective start dates for both custodial and community sentences.⁵⁶ A number of findings emerge from this data. First, as noted above, there was a difference in average rates of ETE engagement prior to KYPE beginning across these areas for both community and custodial groups. Second, changes in levels of ETE engagement (in terms of the counting rules criterion) are also variable, but this should also be expected given the differing number of YOTs within each area. As outlined above, numerous other factors might be influencing any changes in this level of ETE engagement, and the overall contribution of the KYPE initiative, even within the target groups, cannot unfortunately be fully known.

⁵⁶ It should be remembered at this point that each area was constituted of a differing number of YOTs; for example, Greater Manchester consists of 10 YOTs, South Central only one.

Figure 6.4 Frontrunner area pre/post KYPE-funding comparisons across community and custodial disposals (seven quarters)

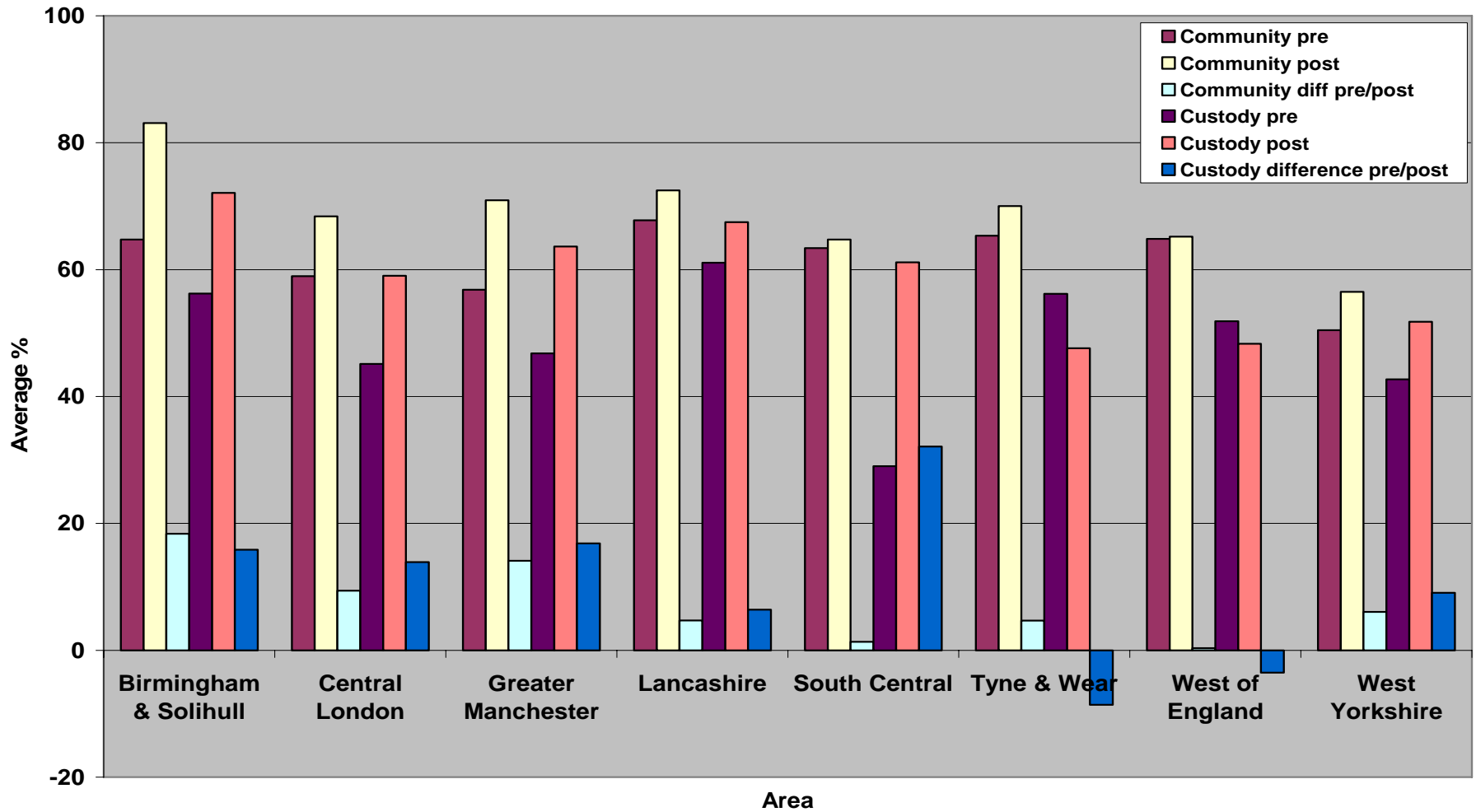


Figure 6.5 Cluster area pre/post KYPE-funding comparisons across community and custodial disposals (six quarters)

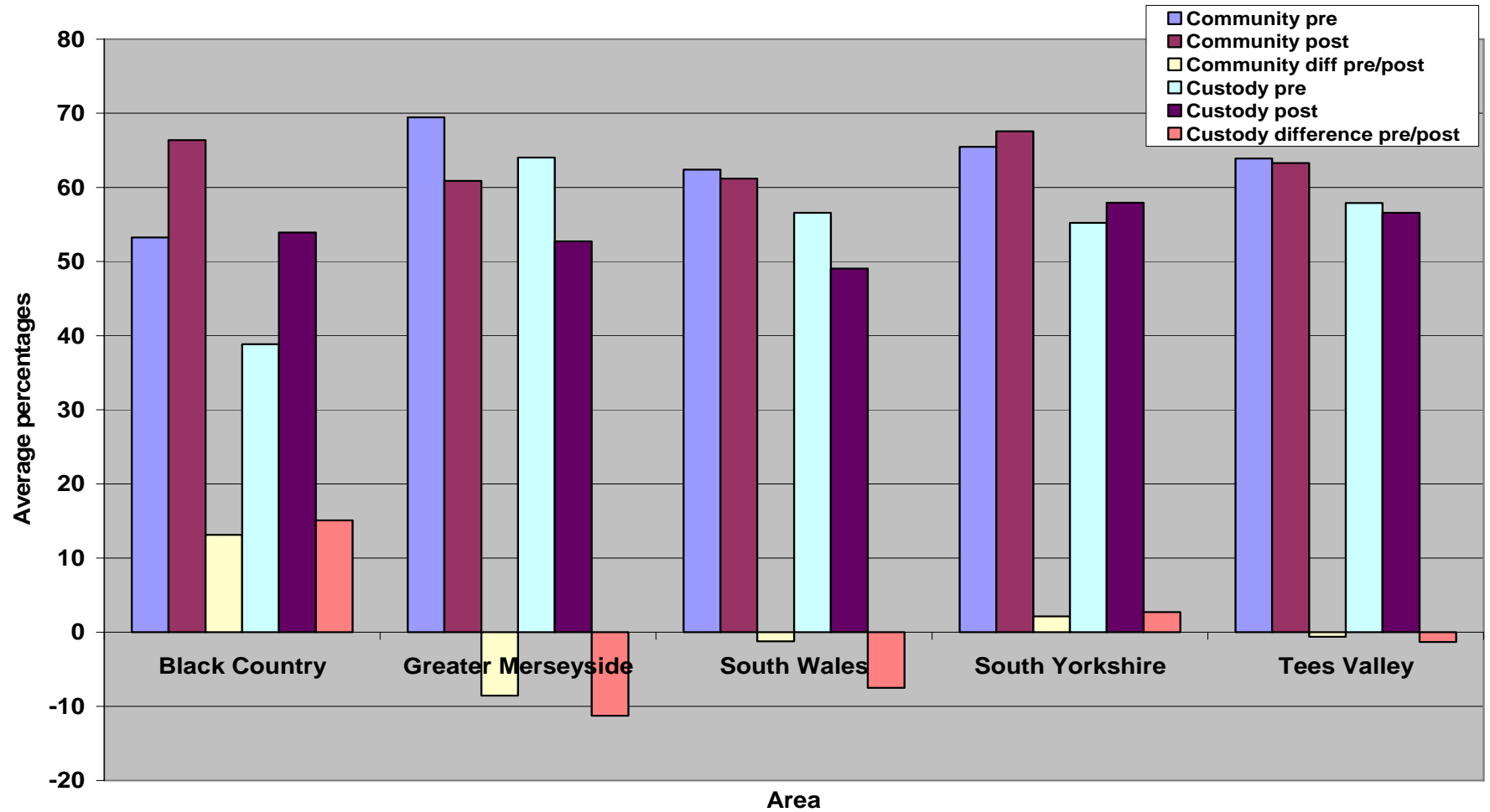


Figure 6.6 Non-KYPE region pre/post 1 January 2004 comparisons of community and custodial disposals (14 quarters)

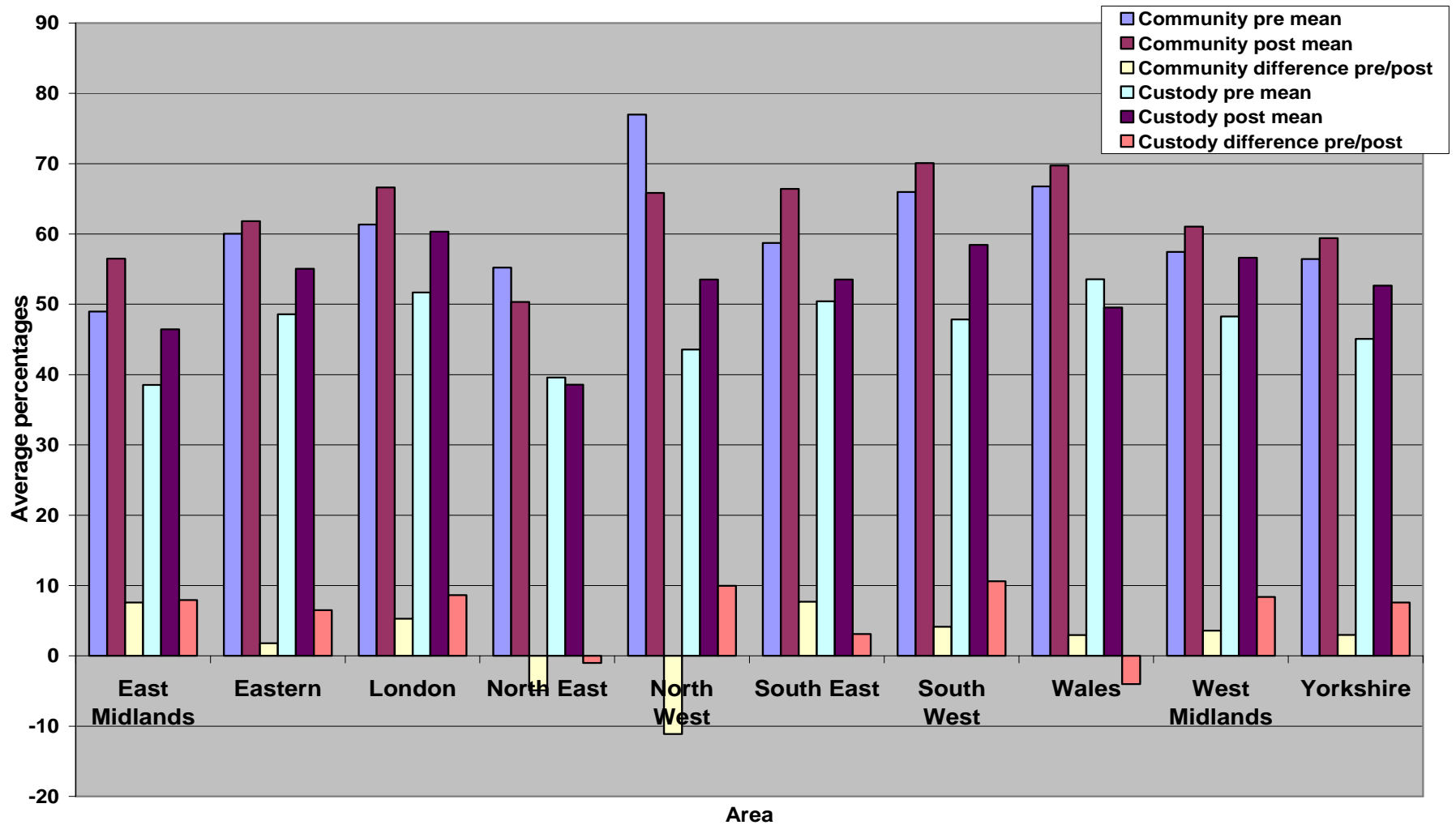


Figure 6.7 Non-KYPE region pre/post 1 January 2005 comparisons of community and custodial disposals (12 quarters)

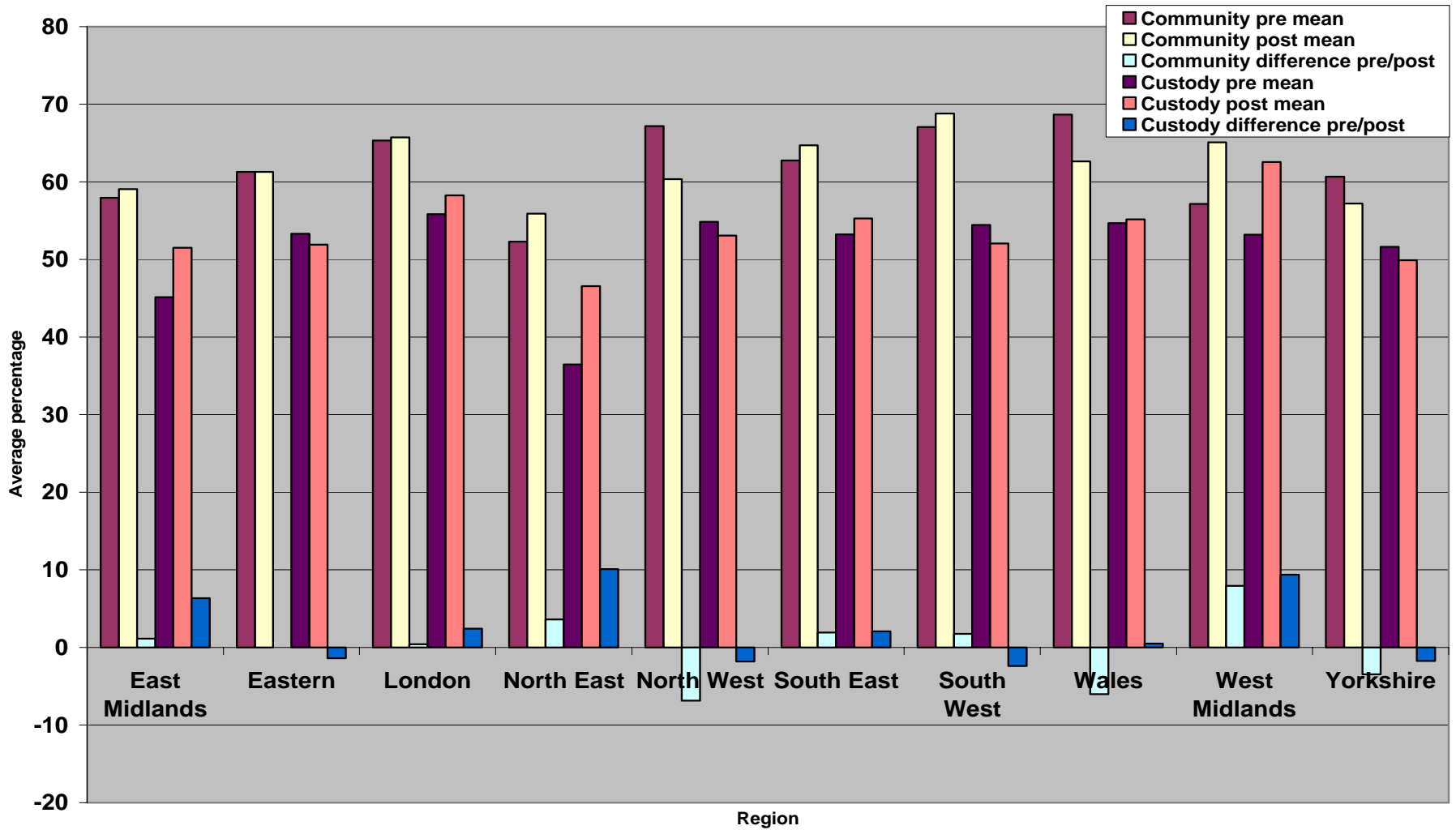
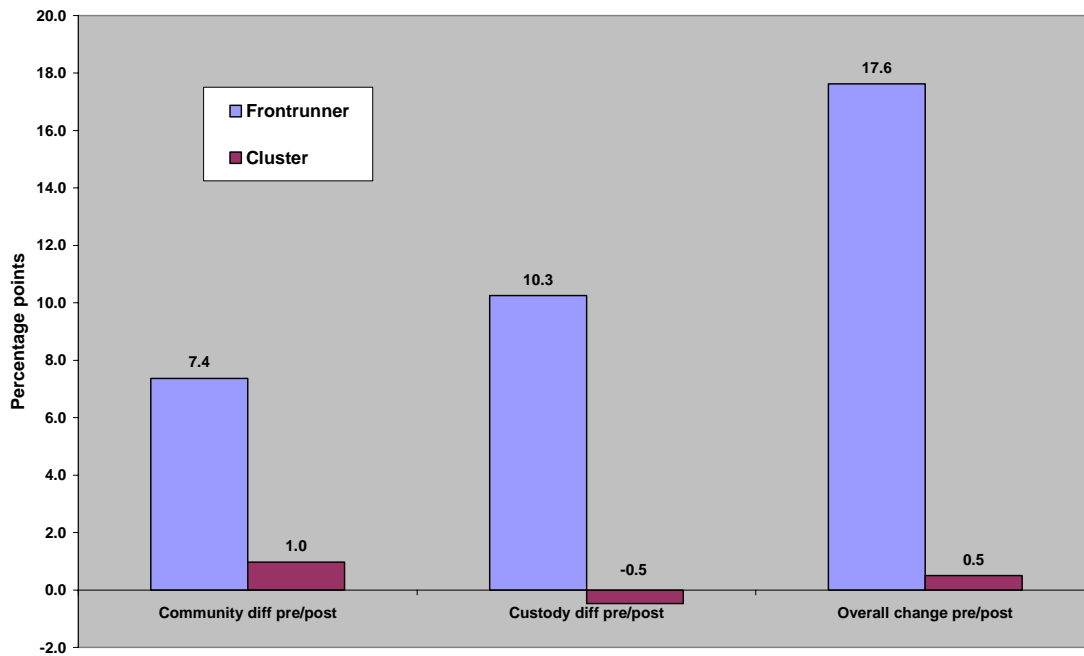


Figure 6.8 shows the cumulative total of differences in ETE engagement for frontrunner and cluster areas. Overall, frontrunner areas experienced nearly an 18% increase in the level of ETE engagement for the community and custodial groups combined in the 14 quarters included in the analysis for those areas. In contrast, cluster areas, in the 12 quarters included in the analysis experienced only half a percentage point increase.

Across frontrunner areas, a higher percentage per area of community and custodial disposals were finished (whether completed or terminated early); with the young person engaged in 25 hours or more of ETE in the final week of that intervention when comparing the pre/post time periods. For cluster areas, only 0.5% more interventions per area finished with the young person engaged in full-time ETE over the pre/post period.

Figure 6.8 Overall per area change in ETE engagement⁵⁷



The difference between frontrunner and cluster areas is stark and as presented in this way it might be thought to suggest that KYPE funding ‘worked better’ in frontrunner areas. However, as should be clear from the problems with using THEMIS data, highlighted earlier, this is not necessarily the case.

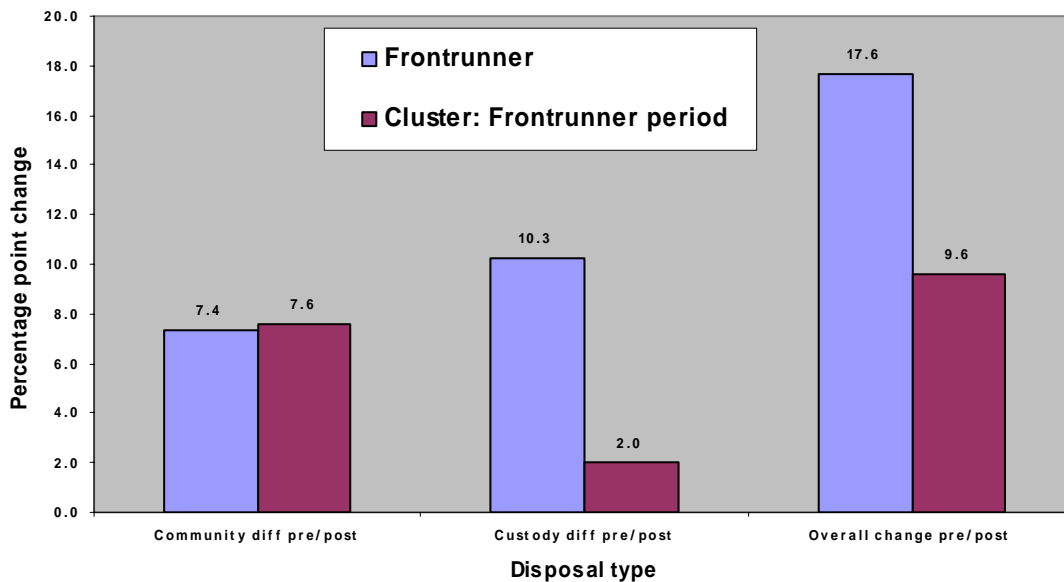
The first issue is the different composition of frontrunner and cluster areas themselves. Frontrunners were co-terminus with 37 YOTs, clusters 24 YOTs and the YOTs which make up each group are quite different. These two factors alone would suggest that there would be some difference between groups.

⁵⁷ This relates to the average change per area within the frontrunner and cluster groups, obviously masking variations within these groups but giving an idea of the change experienced during the period of measurement.

There is also a potential recording error which biases the figures presented. The difference between the two groups can be accounted for by large changes in some frontrunner areas (Birmingham, Central London, Greater Manchester), which in turn are the product of individual YOTs within these areas recording marked increases during the period of measurement (with two reporting more than a 30% increase in the number of custodial interventions in ETE at the end of sentence). The period of measurement for frontrunners includes all of the 2002/03 THEMIS dataset. This was still quite early on in use of returns and the idea was relatively new (as indeed were YOTs and those working in them). As a result, one might be persuaded that some YOTs in frontrunner areas were initially quite poor at recording data accurately; unintentionally under-representing the number of interventions with full-time ETE running at the point of closure. With the progression of time and improvements in staff training, as well as clarification about the returns themselves, the level of recording accuracy in these YOTs improved, resulting in a truer picture of actual ETE at the end of sentence engagement being gained, but being recorded post hoc as an improvement in performance, rather than simply a measurement error.

In order to ensure that there were no ‘period effects’ (from measuring in different times) a comparison between the two groups over the frontrunner time period (see Figure 6.9 below) was conducted. This shows that cluster areas made an equally good improvement with community disposals during this time period. The main difference between the groups is still accounted for by large changes in custodial placements into ETE in frontrunner areas, the reasons for which have been outlined above.

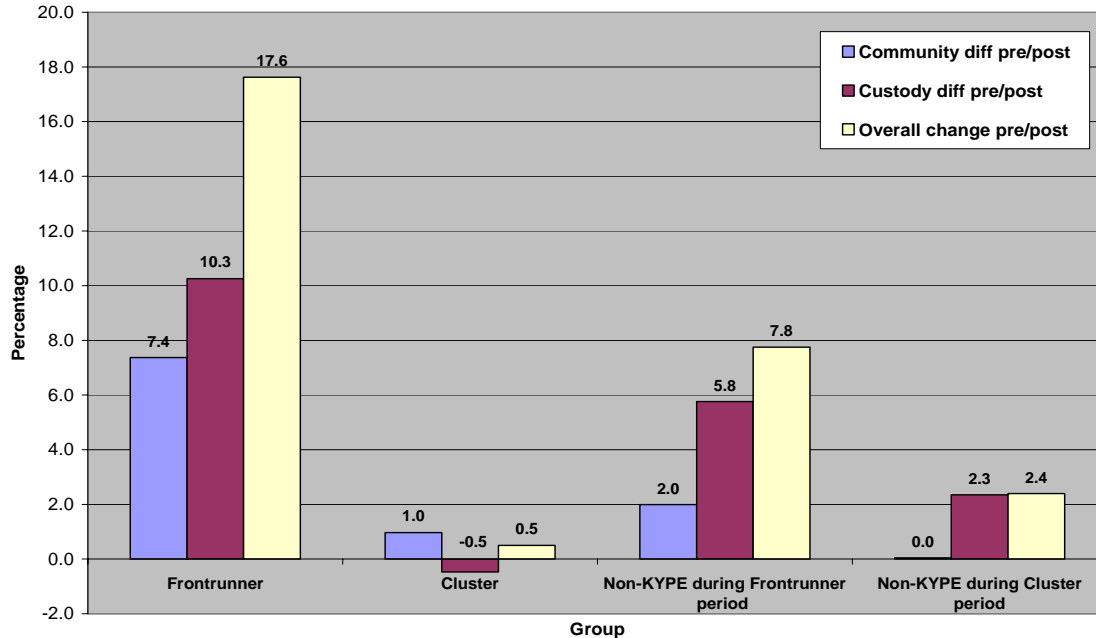
Figure 6.9 Comparison of groups across the frontrunner timeframe



The difficulty with proclaiming any sort of real improvement over these periods is further compounded when those YOTs not involved in the KYPE initiative are included in the

analysis (Figure 6.10 below). In order for the comparison to be made, non-KYPE YOTs have been grouped into regions. The average percentage increase per region for the rest of the country during the frontrunner and cluster periods is shown below. We can see that non-KYPE YOTs experienced a marked increase during the frontrunner period, just as frontrunners did. Likewise, non-KYPE YOTs did not make substantial increases in the cluster period, similar to the cluster YOTs. This suggests a period effect, primarily dependent on the timeframe within which measurement took place.

Figure 6.10 KYPE and non-KYPE groups across two time periods



This analysis is again affected by the overall number of YOTs included in the analysis, as the non-KYPE group consists of the rest of the country (104 YOTs), and the number of regions (10) is greater than the number of areas in either frontrunner (8) or cluster (5) groupings.⁵⁸ Taking into account these considerations there remained a 5.4% and 4.5% difference between frontrunner and non-KYPE areas in the percentage of community and custodial disposals (respectively) in ETE at the end of sentence per area/region in the 14 quarters being examined. Given the difficulties with making comparisons, identifying the precise reason as to why the difference exists is difficult, particularly given the way in which the community and custodial groups have been clustered together. However, while some differences existed between the groups, given the multitude of potential intervening factors (e.g. other ETE initiatives); the overall impact that the KYPE initiative made to these figures was likely to have been small. As detailed above, the issues related to the reliability of THEMIS data were realised early in the study, and in the light of this, alternatives measures were sought. As such, the following chapter seeks to examine more

⁵⁸ It was not possible to group the non-KYPE YOTs by more straightforward groupings such as ‘YOT families’, as this excludes Wales.

closely how a sample of individual YOTs within KYPE-funded areas targeted young people to receive extra ETE support.

Summary of findings

The findings from an analysis of the THEMIS data can be summarised as follows:

- THEMIS returns consisting of data measuring each YOT team against performance targets are submitted to the YJB on a quarterly basis. An examination of this data over a five-year period found that while there had been an upward trend in the percentage of young people attending ETE overall, this trend masked large differences between different types of disposal. Approximately 50% of those receiving custodial sentences were in full-time ETE in the last week of their disposal, compared to roughly four-in-five (79%) of those receiving Final Warnings. This suggests that having a single ETE target across the youth justice system is unrealistic as it does not accurately reflect the reality of engagement across different disposals.
- In the light of previously recognised weaknesses in recording practices of THEMIS data (YJB, 2006) and in other areas of practice such as the standardised YJB assessment tool *Asset* (Sutherland et al, unpublished; Gray et al, 2005; Feilzer and Hood, 2004), a comparative YOT analysis using THEMIS data was not perceived as an accurate evaluation measurement for KYPE. Instead a pre/post-funding analysis was undertaken; comparing each KYPE-funded YOT with itself prior to and after funding was introduced. This ensured that the issues relating to acceptable baseline data and localised criminal justice processes were held constant.
- The data revealed that frontrunner areas experienced nearly an 18% increase in the level of ETE engagement for the community and custodial groups combined in the 14 quarters. In contrast, the cluster areas experienced only half a percentage point increase. Analysis of the YOTs that did not receive KYPE funding revealed that during the ‘frontrunner period’ a marked increase in the level of ETE engagement was also evident. Likewise, as with cluster YOTs, non-KYPE YOTs did not make substantial increases during the ‘cluster period’. This suggests a period effect, primarily dependent on the timeframe within which measurement took place. Thus, while some differences existed between the groups, given the multitude of potential intervening factors (e.g. other ETE initiatives); the overall impact that the KYPE initiative made to the level of engagement, as measured by THEMIS data, was likely to have been small.

7 The targeting of KYPE and a profile of those who received it

Introduction

The purpose of this chapter is to identify and profile all those young people in the KYPE target group who passed through a sample of nine YOTs during the timeframes of the study.⁵⁹ Data was collected from YOTs in four frontrunner and five cluster areas. In carrying out the analysis, a range of data sources were used and where possible data were triangulated so that all possible records could be checked against one another. The data consisted of:

- *Asset* assessment data relating to the initial stage of sentence or release from custody
- electronically stored contact notes (taken from YOIS and Careworks), detailing all appointments a young person had with their YOT worker (and other agencies within the YOT)⁶⁰
- electronically stored YOT case notes, providing further details about the contact between the YOT and the young person, as well as information about issues which arise during the course of an order⁶¹
- sentencing histories, taken from YOT databases⁶²
- Police National Computer (PNC) data, used to construct offence histories for young people in the sample.

Information is presented on the extent to which the target group were recorded as receiving services from the KYPE initiative, along with the profile of those who were identified as KYPE recipients. In addition, a comparison between those who did and did not receive KYPE assistance is provided in order to ascertain the extent of targeting. Finally, the analysis provides some indication as to whether the KYPE target group were typical of DTO and ISSP cases across a range of variables relating to demographic and individual risk factors.

⁵⁹ The periods of data collection were frontrunner areas: February to April 2004. Cluster areas: January to June 2005.

⁶⁰ This does not relate to planned appointments with other agencies as the record is primarily for YOT accountability. It does however record missed appointments with external agencies which form part of the young persons' sentence.

⁶¹ Such as the young person becoming homeless and what actions are subsequently taken.

⁶² Obviously the methods used in this chapter rely heavily on the accuracy of records being utilised by YOTs and KYPE teams.

Eligibility and targeting

The research team used local databases to check how many young people were passing through each of the nine YOTs during the data collection periods. Drawing upon the available information, Table 7.1 below, highlights the range of eligible cases entering the nine YOTs, and the numbers of young people within the target group who received some form of ETE support. In total, 167 young people were identified.⁶³

Establishing whether young people received KYPE-funded assistance

The analysis in this chapter relied on being able to identify which of the 167 young people actually received assistance from KYPE-funded staff. This was established by reviewing both the electronic contact and case notes held by YOTs. Where case notes were not available, the names of known KYPE funded workers were cross-checked against YOT records for each young person.

During the time young people were on their orders, KYPE workers were recording both offered appointments and actual contact with young people. Where staff had not recorded whether or not a planned contact took place, this was not counted in the analysis as there was no way of substantiating whether the appointment was kept. In other cases, while providing evidence of continued efforts to maintain/evoke engagement, ‘contact’ often referred to a ‘letter sent out reminding of extra support available’ rather than face-to-face contact with a young person. In the instances where no direct one-to-one work took place, KYPE-funded staff were often instrumental in making referrals to local service providers, but the extent to which this took place can only be reported anecdotally as no accurate records of referrals were available from data sources.

In case notes kept by staff, it was evident that continued efforts were made to notify young people of the extra ETE assistance available. It should nevertheless be remembered that in some instances the support was voluntary and therefore services might have been offered to young people in the target group and refused, or young people may have agreed but never attended. In the Year 2 report, a detailed review of the case diaries designed by the evaluation team and completed by KYPE-funded staff in five cluster areas was carried out (see Cooper et al, 2005:78). This revealed that refusal to attend appointments; naïveté about the benefits of training on the part of the young person; and fluctuating levels of motivation and skills, all impacted on whether a young person was seen by KYPE staff. The role of individual choice in taking up offers of support and in attending appointments, can not therefore be underestimated when examining the extent to which services were accessed.

⁶³ ISSP bail cases have also been excluded from data collection as the numbers within YOTs were low, reporting requirements are different from sentenced cases, it was harder to identify who received ISSP bail and finally the bail *Asset* does not provide enough information for it to be used in this analysis.

Table 7.1 Distribution of eligible cases across YOTs and numbers of young people within the target group to receive KYPE-funded support

YOT	Frontrunner or cluster	Total eligible in target group	Number received extra support	Percent with extra support
Dudley	Cluster	32	26	81
Doncaster	Cluster	21	15	71
Neath	Cluster	9	3	33
Sefton	Cluster	9	5	56
Middlesbrough	Cluster	35	18	51
Birmingham	Frontrunner	7	0	0
Bradford	Frontrunner	23	10	43
Sunderland	Frontrunner	20	10	50
Wandsworth	Frontrunner	11	9	82
Total	–	167	96	57

It is evident from Table 7.1, that the percentage of possible ISSP and DTO cases that were involved with KYPE-funded posts during the study period varied from 82% (Wandsworth) to 0% (Birmingham). These differences can to some extent be explained by both the varying YOT sizes, and the different timeframes allowed for data collection between frontrunner and cluster areas. A further consideration is the variations between the primary focus of the YOTs, in terms of which young people were to be included in the initiative. In order to explore this further, Table 7.2 below, outlines the groups of offenders discussed in each of the 13 area proposals available to the evaluation team. As can be seen, 10 of these proposals specifically mentioned young people on ISSP and DTOs. However, it is clear that some areas intended to also target a range of other young people alongside these groups.

Table 7.2 Target groups of areas

Area	ISSP	DTO	Other groups
Black Country	Yes	Yes	–
South Yorkshire	Yes	Yes	–
South Wales	Yes	Yes	'At risk', 16+
Merseyside	No	No	General offenders
South Tees	No	No	'At risk'
Birmingham and Solihull	Yes	Yes	–
West Yorkshire	Yes	Yes	CUSSP; NEET
Tyne and Wear	Yes	Yes	–
Central London	No	No	General offenders
South Central	Yes	Yes	–
Lancashire	Yes	Yes	u16s; pre-E2E; general offenders
West of England	Yes	Yes	–
Greater Manchester	Yes	Yes	–

Taking the two areas at either end of the distribution scale, the complexity of accurately establishing who received services across different YOTs becomes apparent. First, although the Central London area proposal did not specify that it would be working with the target group (rather 'general offenders'), Wandsworth YOT were able to see nine of 11 young people on a DTO or ISSP. This may be mainly due to the funding being used to employ an additional PA, thereby doubling the YOTs capacity and enabling staff to set up a Connexions 'surgery'. The outcome of this measure was that more intensive work could be undertaken with young people who needed ETE assistance, while also dealing with a high volume of cases at lower levels of intervention.

It is noticeable that in Birmingham, during the time period specified, seven young people passed through the YOT from within the target group, but no one received extra assistance from KYPE-funded staff. However, it is important to point out that due to the relative size of the area, data was gathered from only one team (north) within the YOT. As such, the numbers of young people might be attributed to the relative affluence of the area and the very low numbers of individuals passing through. Moreover, it should be remembered that this is not to suggest that the seven young people received no ETE intervention at all, but rather that they did not receive any additional help from KYPE-funded staff. Other explanations may also be considered, for example, if the YOT had suitable provision already in place the young people may not have required further assistance, or alternatively staff may not have recorded the work that they did on YOT databases (i.e. information may have been recorded instead on Connexions data systems).

Therefore, while the data may not provide a precise number of young people to receive KYPE assistance during the project, the information nevertheless provides some evidence of young people receiving assistance at one period in time and thus provides a useful departure point for examining further the ways in which young people were targeted. The following sections explore the available information in greater detail.

Comparing those who did and did not receive KYPE assistance

In this section, a comparison is made between those who were recorded as being worked with by KYPE-funded posts, relating to whether they had one or more appointments, (n=96) and those who were not (n=71). This was done in order to establish whether substantive differences in these factors might account for these cases not being given extra support via the KYPE-funded posts. Differences were explored between demographic and assessment data, as well as offence and sentencing histories. It is not possible to comment on whether those who did not receive more support had been offered it as variations in recording practices made it impossible to establish this with any certainty.

Overall, there were no significant differences in terms of age for those receiving KYPE (16.8 years) versus those who did not (16.5 years) (t-test p=.06). Owing to small n-sizes in ethnicity and gender, it was not possible to reliably test differences between these two groups, however, the figures are reported below in Tables 7.3 and 7.4.

Table 7.3 Numbers receiving KYPE by ethnic grouping (n=164)

Group	Did not receive KYPE	Received KYPE
White	65 (92%)	81 (87%)
Minority Ethnic	6 (8%)	12 (13%)
Total	71	93

Table 7.4 Numbers receiving KYPE by gender (n=167)

Group	Did not receive KYPE	Received KYPE
Male	65 (92%)	92 (96%)
Female	6 (8%)	4 (4%)
Total	71	96

Comparisons were also made between overall *Asset* scores and ETE section scores. No statistically significant differences between either score were found when tested (Table 7.5).

Table 7.5 Comparisons of mean ETE and Asset score for KYPE and non-KYPE cases

	Received KYPE	Did not receive KYPE	T-test results*
Mean ETE score	1.78 (n=91)	1.75 (n=68)	n/s (p=.874)
Mean Asset score	20.88 (n=93)	18.97 (n=68)	n/s (p=.253)

* N-sizes vary because while a section score might be missing, the total score might still pass the threshold of 80% of scores present (i.e. be valid) and be included in this analysis.

Looking in more detail at questions within the ETE section of *Asset* shows that there were some identifiable differences between the two groups. These differences were noted in two areas. First, comparing the numbers of young people who received KYPE assistance against those who did not (Table 7.6), to see whether they had (at the time of assessment) obtained educational qualifications, shows a statistically significant difference between the groups. A greater percentage of those who received KYPE assistance did not have any educational qualifications compared to their non-KYPE counterparts.

Table 7.6 Educational qualifications

Has educational qualifications	Did not receive KYPE	Received KYPE
No	29	51
Yes	13	9
Don't know	11	14
N/A	0	6
Total	53	80

Chi-square test confidence level: * p.<05

The second area of comparison in which highlighted differences between the two groups were evident, was that of non-attendance in education (Table 7.7).⁶⁴ Again, a higher incidence was found among those chosen to receive KYPE assistance.

⁶⁴ In all the other variables for this section of *Asset*, there were no significant differences between the two groups. These variables were whether or not the young person had: vocational qualifications; identified special educational needs; negative attitudes to ETE; poor attachment to current ETE placement; been bullied; bullied others; poor relationships with teachers; a negative attitude towards ETE; 'other' (unspecified) problems.

Table 7.7 Evidence of non-attendance in education

Evidence of non-attendance	Did not receive KYPE	Received KYPE
No	20	13
Yes	32	43
Don't know	1	5
N/A	0	4
Total	53	65

Chi-square test confidence level: * p.<05

While it might be suggested that there would be substantial overlap between these two variables, only one young person had both of these attributes at the same time so the groups appear to be mutually exclusive.

In addition to the ETE data, a comparison of offending history derived from the PNC showed that those who received KYPE had committed, on average, more offences in the previous 12 and 24-month period prior to the current intervention. These differences were not significant, but the general trend is that the KYPE group were more prolific offenders than their non-KYPE counterparts.

Table 7.8 Offending history

Group	Offences 12 months prior	Offences 24 months prior
Received KYPE	7.4	11.0
Did not receive KYPE	6.0	9.6
T-test sig.	n/s (p.076)	n/s (p.069)

Independent samples t-test used.

Finally, sentencing history variables were compared to explore whether any differences could be found in the experience of previous sentences for the two groups. Table 7.9 below shows the results of this comparison. There were differences between the proportions of the KYPE/non-KYPE groups with regards to both experience of community and custodial disposals; the KYPE group had a higher reported incidence of both of these categories of disposal. This also extends to young people who had previously been sentenced to both a community and custodial sentence.

Table 7.9 Experience of previous sentences by KYPE/non-KYPE group

Group	Previous community sentence	Previous custodial sentence	Both previous community and custodial sentences
Received KYPE	63%	75%	77%
Did not receive KYPE	37%	25%	23%
Chi square sig.	n/s (p.09)	p<.01	p<.01

These findings suggest that based upon the available data, the projects successfully met their objective by targeting the most challenging and disadvantaged young people across the nine YOTs. Those young people with previous experience of either a community or custodial sentence who did not have educational qualifications and had evidence of non-attendance were more likely to be the recipients of assistance via KYPE. However, what is unknown, without clear guidelines or protocols on targeting, is whether this occurred systematically or not.

An examination of ETE within Asset for KYPE-assisted young people

Having established some insight into the young people targeted by the project, it is helpful to explore the specific characteristics of those who received KYPE-funded support. In this section, a more detailed exploration of the ETE section within *Asset* is presented for those young people who were identified as receiving support from KYPE-funded staff. While this is no substitute for the detailed descriptions of the issues and difficulties faced by these young people given in the case studies (see Chapters 8 and 9), it does allow comparisons to be made with other research studies, and gives some indication about where this group of young people are typical of young people on ISSPs and DTOs. Again, problems with data completeness mean that sample sizes vary within the section.

Comparing current ETE status in Asset

Asset presents practitioners with both tick box and qualitative evidence boxes for indicating the current ETE status of young people and/or providing other evidence about their ETE situation. During the course of this research, it became clear that while some elements of *Asset* were being updated as new assessments were being made and/or reviews were undertaken, sometimes the data remained static (e.g. indicating that they were at school when in fact they were unemployed and had left school the year before). By coding what was found in evidence boxes according to the categories found in *Asset*, it was nevertheless possible to compare the information found in these two places.

In 10 of 41 available initial *Asset* forms where both tick box and evidence boxes were completed, there was a disparity between what was entered in the tick box and the evidence box for the ETE section. In some instances this was easily explained; such as

classifying ad hoc temporary work as ‘working part-time’. However, in some cases, young people were classed as unemployed when their actual status was full-time employment. This may be a reflection of the constantly changing ETE status of many of the young people, however this situation is also compounded by the fact that some young people were in more than one category at once (e.g. working part-time and at college/training). In addition, some data were missing for this analysis within the qualitative section of the *Asset* forms, so it is not possible to draw firm conclusions about overall accuracy of this cross-tabulation.

According to the data in Table 7.10, by far the most frequently reported ETE status for the young people was unemployed (35%), with PRU/special school and mainstream school making up another 31% of the total. The unemployment rate for this group as a whole was 35%, 10% higher than the national average for 16 to 17-year-olds of 24% (ONS, 2006).⁶⁵ In 4% of school aged young people ‘nothing’ was the current arrangement, but this masked a range of possible situations, most notably that the young person may be on a school roll but not attending (i.e. unauthorised absences). However, it was also sometimes the case that there were no current arrangements because the young person had recently moved house, been released from custody or had been excluded from school.

Table 7.10 ETE status of KYPE cases starting community intervention

ETE status	Percent of sample (n=79)	Moore et al (2004) (min n=1,117)
Mainstream school	13%	19%
PRU/special school	18%	34%*
Home tuition	3%	4%
Working full-time	5%	4%
Working part-time/temp	3%	9%
Unemployed	35%	56%
Pre-ETE	5%	12%
Training courses	5%	10%
Nothing arranged	5%	27%
Other	9%	15%
Total	101%**	–

* This consists of PRU, special school and ‘other specialist unit’.

** Due to rounding.

⁶⁵ Statistics taken from the Labour Force Survey (LFS), source: Office for National Statistics. ‘The LFS is a large sample survey in which around 10,000 people aged 16 and over are interviewed each week. In order to produce estimates from the survey, the LFS sample data are scaled up (weighted) to ONS population estimates’ (ONS, 2006).

The differences in proportion between KYPE and ISSP samples in relation to their ETE status is most likely an artefact of changes made to the *Asset* form between the timeframes of the two studies. During an earlier study of young people on ISSP, practitioners were asked to summarise the young person’s situation over the last six months. During the KYPE data collection period, they were asked about the young person’s current situation.⁶⁶ A further contributory factor to this change might also be efforts by YOTs and the YJB to affect changes to local/national provision between 2001 and 2004.

Non-attendance

Practitioners record a number of factors relating to young people’s attendance, the most basic being whether there is any evidence of non-attendance,⁶⁷ which was the case for 66% (n=65) of the KYPE sample. Practitioners also record what the reason(s) may be for non-attendance; a summary of answers is included in Table 7.11 below. The initial report into ISSP reported that over one-third of young people had been permanently excluded, a finding which is closely matched here; as is the rate of fixed-term exclusions (Moore et al, 2004).

Table 7.11 Reasons for non-attendance

Reason for non-attendance	Percent with ‘yes’ answers	Moore et al (2004) (min n=1,400)
Permanent exclusion (n=54)	32%	40%
Fixed-term exclusion (n=51)	20%	26%
Family issues (n=33)	6%	–
Illness (n=31)	3%	–

Qualifications, special educational needs (SEN), literacy and numeracy

Forty-five per cent of young people (n=60) were reported to have difficulties with literacy and 45% with numeracy (n=60). Perhaps unsurprisingly, only 11% of the KYPE group (n=80) were reported to have educational qualifications at the beginning of their intervention and only 6% (n=79) were reported to have vocational qualifications. Special educational needs were further reported in 27% of the KYPE group (n=75). Of those with SEN identified, 17 out of 19 (89%) had a statement of special educational needs.

Comparing these findings again to a wider sample, Moore et al, (2004) found that 40% of individuals had SEN reported (n=1,624) and a further 40% of the ISSP sample (n=1,507)

⁶⁶ For other factors within the ETE section, this change does not affect reporting as the factors are static (e.g. have SEN been identified?).

⁶⁷ It is not clear whether practitioners regard this as only relating to school non-attendance or not; *Asset* guidance (YJB, 2003) states that this might also relate to workplace non-attendance, but the categories within the form seem to bias towards reporting on school.

had reported difficulties with literacy and/or numeracy. Similarly, only 6% of cases (n=1,356) had qualifications at the point of sentence. Similarly, Challen and Walton (2004) surveyed young people serving custodial sentences and found that 34% felt that they would need help with reading and writing.

Attitudes and attachment

Turning to examine the role of attitudes in ETE it was found that 31% of young people (n=77) were reported to have ‘negative attitudes towards ETE’, 54% were reported to lack attachment to their current ETE placement (n=63), and 40% were reported to have ‘poor relations with teachers’ (n=62). However in only 15% of cases were parental attitudes to ETE reported to be negative (n=73). Again, most of these results are comparable with Moore et al (2004), who found that 14% of parents were reported to have negative attitudes towards ETE; 60% were reported to lack attachment to their school;⁶⁸ and 43% had a poor relationship with teachers.

Overall therefore, considering the range of data reported in this chapter, it is possible to see that while the implementation of KYPE differed across the YOTs included in this study, the profile of the group being worked with was broadly similar to other samples of young people on similar sentences. This again demonstrates the many challenges that staff faced in seeking to place these young people in ETE.

However in order to develop more detailed insights into the ways in which KYPE-funded staff worked with young people to address many of the ETE needs outlined above, the next chapter focuses on the perspectives of those individuals who were in receipt of this extra support. In doing so, it is possible to examine the extent to which these young people felt that the KYPE-funded assistance impacted upon both their interest in and willingness to engage with ETE services.

Summary of findings

The following points can be derived from the analysis in this chapter:

- Individual level data, using *Asset* and other case-specific information for young people within the KYPE target group found that within the nine YOTs included in this element of the study, the primary recipients of KYPE-funded support were white males aged 16 years or older.
- Fifty-seven per cent of young people on ISSP or leaving custody were offered KYPE-funded support within the timeframes of the study. There were no demographic differences between those who did and did not receive KYPE-funded support. However, those who actually received assistance were more likely to have had previous experiences of community and/or custodial interventions; less likely to have any educational qualifications; and had previously not attended ETE prior to

⁶⁸ At the time, *Asset* was structured differently so this relates only to school rather than ‘current ETE placement’.

beginning their current sentence (or release from custody). This suggests that the projects successfully met their objective by targeting their resources to work with the most challenging and disadvantaged young people. However without any formal guidance it was not possible to establish whether this was being done on a systematic basis

- Young people who received KYPE-funded assistance presented with a range of problems relating to ETE. Over one-quarter had special educational needs identified; only 11% had educational qualifications at the point of release or sentence; and nearly one-third were reported to have negative attitudes towards ETE or have been permanently excluded from school. Drawing upon data from other samples of young people within the youth justice system (e.g. Moore et al, 2004; Challen and Walton, 2004) it was found that the profile of the group being worked with by KYPE-funded staff was broadly typical of other young people on DTO and ISSP.

8 Receiving KYPE services: the perspectives of young people

Introduction

Previous KYPE reports have presented detailed profiles of young people who have accessed services funded by the project. This information has provided insights into the factors influencing engagement with ETE (for full details on case studies see Haslewood-Pócsik et al, 2004:74-82; Cooper et al, 2005:85-107; Cooper et al, unpublished:80-107). Having set out these individual accounts, this chapter attempts to collate the information to examine thematically the ETE experiences and views of the young people. The profiles of each of the individuals quoted in this chapter are however also presented in Appendix 2.⁶⁹

The analysis seeks to develop the information presented in previous chapters about the ETE backgrounds of young people to have received KYPE services. In addition, it also aims to build upon the information about staff practices presented in Chapter 5 by contextualising these activities within the experiences of those receiving ETE assistance. In undertaking an examination of the data, the chapter has two main objectives: first, to explore the ways in which the available services promoted and facilitated ETE engagement on an individual level, and second, to examine the extent to which the young people believed that the available resources met their ETE needs.

The sample

In total, information on 23 individual case studies is presented. The sample however excludes an additional six cases obtained from Phase 1 of the evaluation.⁷⁰ In order to provide comprehensive information on the cases, a range of data has been used in the analysis, including:

- 23 interviews with young people
- the most recent completed *Asset* form for each young person
- case diary information and/or YOIS contact notes on the work conducted with each young person for a period of up to six months.

⁶⁹ In presenting this information, young people interviewed at each stage of the evaluation are included.

⁷⁰ These cases were omitted because of the insufficient interview data gathered on them during Phase 1 of the evaluation. In particular, the young people were not asked to provide detailed information on their work with staff. Additionally, case diary and *Asset* data was not collected on case studies until the project's second phase. This meant that the available data in these six cases were too limited to establish in-depth qualitative case studies. Rather, these cases are reported in the following chapter which explores ETE engagement over time. Indeed, an additional benefit of the Phase 1 case studies is that repeated updates were obtained on their ETE situation, so a more longitudinal aspect has been provided.

The case studies were drawn from five different YOTs across each of the five cluster areas. Basic demographic data has been presented in Chapter 2 regarding the case studies reported in the evaluation. These demographics also mirror the wider KYPE sample of young people in the previous chapter.

At the time of first interview, 11 young people were on a DTO and nine were on ISSP, thus reflecting the target group of KYPE. Two further individuals were on a Supervision Order and one was on a Referral Order.⁷¹ In addition to this data, information about each young person's situation and background could be found in their *Asset* forms. The majority of individuals (nine) had between four and seven previous convictions, which again reflected the sample of offence data collected on young people receiving KYPE services reported in Chapter 7, as well as other samples of young people on comparable sentences (e.g. Moore et al, 2004). For the purposes of analysis, these case studies may therefore be viewed as representative of the young people within the wider KYPE sample. As such, the following sections seek to provide insights into the common views and perspectives held by these 23 young people, as well as facilitating an important overview of the range of experiences of those accessing KYPE resources.

Exploring ETE options

As noted above, details about the process of engagement have been outlined in earlier KYPE evaluation reports on an individual basis. The personal factors which may impact on engagement have also been detailed in each case. The impact of these factors on the longer term outcomes of engagement are explored in the following chapter, however in order to understand the young people's views on the services they receive, it is useful to firstly note their main ETE-related concerns. The primary reason for this is to examine the information gathered from the individuals' perspectives to draw out commonalities in their experiences. This provides the departure point for developing insights into the ways in which young people feel staff deal with many of their engagement problems.

One of the primary difficulties facing the young people's engagement with ETE was a lack of educational qualifications. The majority of the young people interviewed had neither educational nor vocational qualifications (17 and 16 young people respectively). As reported in Chapter 7, this is also notable within the wider KYPE sample, whereby only 11% had educational qualifications at the beginning of their intervention; and 5% had vocational qualifications. A recent YJB report *Barriers to Engagement* in ETE also found that in interviews with young people, low attainment in mainstream education affected most of the young people interviewed, with few gaining any qualifications (YJB, 2006).

The majority of the 23 young people interviewed in the present sample also admitted that they had found school work difficult. Twelve interviewees said that they found studying

⁷¹ This reflects the fact that some KYPE-funded staff members were also working with young people on other orders.

hard at times and two said that they struggled with their work ‘most of the time’. The following two quotes demonstrate some typical responses:

I do have a problem with...if it's a question type thing, I find it hard to think of the answer to put down and, you know, how sort of to write it.
(Nathan, 15 years)⁷²

I needed the help in certain subjects and like, I was trying to get help for it [at school] but then because I needed help I felt left out from everybody else.
(Paul, 17 years)

In addition to a lack of educational attainment, many young people in the sample also reported negative experiences of learning and a dislike of school. Twelve of the 23 young people said that they did not enjoy their time at school, seven of whom ‘never’ enjoyed it at all. These findings are again consistent with the wider literature. A recent ongoing Youth Justice Trust study of KYPE, found that among their sample of 31 young people to receive local KYPE assistance, prior educational experiences were not positive (YJT, 2007). Moreover, the recent YJB evaluation reported that interviewees typically perceived their educational ability negatively (YJB, 2006:56).

One of the main reasons identified by the young people for their dislike of education was their relationships with their teachers; a finding also supported in the YJB evaluation (2006:58). Many individuals disliked the attitudes of the school staff and had little respect for the authority that they held:

[The teachers] were snotty and put you on detention for not doing anything wrong.
(Neil, 16 years)

[The teachers] didn't help you, they just gave you hassle.
(Nathan, 15 years)

They would shout all the time. That would make me walk out when they did that – just like shouting at me for no reason.
(Paul, 17 years)

Another of the difficulties of engaging with ETE that the young people recalled was the need to comply with an academic approach to learning. Interviewees commonly reported that the style of learning promoted at school did not complement the way that they liked to work:

⁷² As noted in Chapter 2, during each phase of the evaluation, the selected case studies were given pseudonyms in order to ensure that the young person could not be identified. Within this chapter, where quotes are presented to highlight data findings, the corresponding pseudonym given to the young person is provided.

It was boring, sitting in the class all day.

(Tyler, 17 years)

[I] just didn't like sitting down all day, I like being on the go...as soon as I got into class to do work then I would get bored.

(Jack, 18 years)

As such, leaving school was deemed to be a positive step by the majority of young people in the sample. In particular, five individuals presented a lack of motivation and a negative attitude to ETE that was deemed by their worker to represent a significant barrier to their engagement. More widely, the lack of respect that the young people within the sample held for education staff, coupled with their lack of confidence in their abilities, made the prospect of undertaking future learning a difficult task.

However, for many young people the negative experiences of schooling need to be placed within the context of the other ongoing difficulties in their lives. Furthermore, in order to understand the full complexity of the ways in which a lack of confidence and educational skills influenced future ETE engagement, the following case study highlights the difficulties one young person faced in trying to find suitable ETE.

Case study 1

Case study: James

At the time of first interview, James had received a 12-month Supervision Order for theft and attempted theft. He had just turned 18-years-old but had lived a chaotic lifestyle for many years previously. James was a previous Class A drug user and also had a number of health issues resulting from this. In particular, he had developed diabetes and also suffered from mental health issues, including depression. James lived alone and was unhappy with his situation as he was often fearful of leaving his accommodation and had a poor financial situation. Both these factors continued to further feed his depression.

James did not enjoy school and felt that because he was adopted as a child he was frequently bullied. In addition to this, James also found schoolwork hard and did not think that he received the help he needed from his teachers. In particular, James felt that he might have benefited from some special needs assistance. However, as he did not receive this, James left school with a lack of confidence in his abilities. Because of the range of barriers James faced in becoming engaged, he was referred to a mentor in February 2005. On average, James saw his mentor four times a month, with the range of monthly appointments being one to six. James had also received basic skills help from another KYPE-funded worker. It was felt that support was needed in all aspects of James' life, as well as basic assistance with daily living and coping skills. To some extent these aspects took precedence over the ETE advice.

James said that he valued the support he received and enjoyed spending time with his mentor who he perceived as a friend and someone that he could easily talk to about any issues that troubled him: 'He knows how to talk to teenagers, you know what I mean? He is older but he isn't too old, the other ones – they're more like forty. He's probably one of the youngest and I get on with him.' James thus looked to his mentor for advice and information about the suitability and availability of jobs.

In relation to his attempts to find ETE, James suffered from a lack of self-confidence and did not feel that he had the ability to successfully engage. He also did not have a clear idea about what he would like to do. However, he did think that he might like to try a number of jobs, including working with people or construction work. However, when asked what his ideal future job would be, James replied 'landscape gardening'. He did not know what qualifications he needed to achieve this and said that he had not looked into the matter: 'It's just something that I want to be...if I look into it you'll have to have f***ing loads of things, its bull****and I won't be able to.'

James said that he had also previously fancied becoming a builder but that when he had tried to get a job in this field he was told that he was not academically able. This affected his self-esteem and confidence about what he should try and do in future. He was aware however that his mentor was attempting to help him address these issues by encouraging him to try new courses and learn skills that might help him to cope alone.

James had been undertaking work experience with an environmental volunteer group, in order to reinforce appropriate working behaviour. James did not however enjoy the work as he found it too easy and boring; it had not lived up to his expectations. Instead, his mentor had organised alternative provision and set him up with a placement at the Prince's Trust. This he felt could be useful to him: '[W]ith the Prince's Trust in 12 weeks I'll get loads of certificates and I just want to do that like, it's better than doing 12 weeks with the gardening and just getting one certificate.'

However, both James and his mentor thought that full-time ETE would not be a possibility at the present time and James thought that it instead be useful for him to 'sort myself out and then go and do something, I want to achieve things and feel proud'. James nevertheless realised that if he could gain confidence and begin learning the skills he needed to engage, this would increase his future chances of developing relevant social and employability skills.

As the above case study demonstrates, the lack of confidence and self-esteem deriving from earlier school experiences, along with the range of other difficulties in the young person's life posed problems for initial engagement. This example further highlights the obvious difficulties that staff face when tasked with attempting to re-engage and encourage young people to gain further skills and qualifications. While this case study provides some insights into the steps that the KYPE-funded worker took to try and promote engagement within an individual case, what did the young people generally perceive that KYPE-funded staff did to attempt to help them overcome these concerns and foster ETE participation?

Within the sample, 16 young people received services from a KYPE-funded mentor and the remaining seven worked with a Connexions PA. Case diary and YOIS contact notes reveal that on average, the young person had been seeing their worker for five months prior to the interview taking place. For 10 of the young people, this advice began during their time in custody with visits from their worker. The level of ETE assistance received by the young people varied greatly; perhaps reflecting the differing ETE situations and circumstances of each individual. According to the available case diary information, the average number of formal contacts that a young person had with their worker per month was two and the range of contacts was between one and five per month. In order to further explore the work being undertaken during these contacts from the young person's perspective, the interviewees were asked to think about the approaches adopted by their PA/mentor to explore ETE options.

In total, 11 of the 23 young people replied that the main focus of their meetings tended to be the discussion of available jobs and courses in the local area.

In many instances, the practical assistance extended beyond the provision of advice however to helping the young people prepare applications or taking them to colleges and/or job interviews. The following quotations demonstrate a range of the young people's views on the ETE work that they found to be useful:

We've started doing my CV so that I can start looking for some work soon, also we've been looking on the web for jobs and I think that [my mentor] can help me set up an interview.

(Justin, 18 years)

[My PA] is helping me to fill the form out to be a chef at the moment, to help me apply to college to get some qualifications.

(Neil, 16 years)

[My PA] fetched me some leaflets about an open day next Monday at college, to do construction and stuff like that so me and her are going there to see what it's like.

(Anthony, 16 years)

[My mentor] told me about this job, she helps me out. She told me about the job that was going 'cause she knows I like doing that work and she asked me and I went down there with her and I got it.

(Jack, 18 years)

As outlined above, for many young people, engaging in learning had previously been associated with experiences of school and thus perceived negatively as an option. However, in discussing with their worker the range of opportunities available to them, the young people noted that they became more aware of the alternative options to traditional educational schooling and college training that they could access. As such, the ETE advice and assistance was seen as one of the main benefits of working with their KYPE-funded worker for many young people:

Well they put you onto employment and all that, that's a good thing. Things that you don't know about as well, they try and find information and different things for you...I didn't have a clue about jobs or what to do to get one until I came here.

(Justin, 18 years)

The extent of the mentor/PA role in finding and organising ETE provision could further be seen in the fact that for 13 out of the 16 young people engaged with ETE at the time of first interview, their placement was set up solely by their KYPE worker.⁷³ However, as outlined in Chapter 5, KYPE-funded staff perceived that their roles went beyond the provision of practical ETE advice and information. Rather, the practitioners detailed how much of their time was spent engaged in both informal contacts with the young people (e.g. phone calls) to intensive one-to-one work. The emphasis on building working relationships was also evident in discussions with the young people and is explored below.

Building a supportive relationship

From the interviewees' perspectives, the one-to-one work provided by KYPE-funded staff was considered very important. In discussions about the time spent with their worker, the young people reported that one of the most valued aspects was being able to 'talk about how they feel'. Within this context, the position adopted by the staff moved away from a 'careers adviser' to encompass more of a 'psychological support' role; offering opportunities for the young person to open up about their problems and to build a relationship of trust. Ten respondents said that they felt they could 'relate to' their PA/mentor and found them easy to talk to. Furthermore, asked what the best thing was about having a mentor or PA, the young people responded similarly with regards to

⁷³ The remaining three also received assistance from the local education authority.

stressing the informal and open nature of their relationships and the staff members' abilities to understand their perspective.

According to research by Grove and Giraud-Saunders (2003), in order to be effective the PA must have a role that enables young people to see them as 'insiders', but does not completely identify them with authority, or the systems that maintain discipline. In the present study, this was indeed evident. The following quotations further demonstrate some of these positive attitudes towards their workers:

Other people that I go to see, they're just boring and they just wanna talk at me, but I just have a laugh with [worker].

(Tyler, 17 years)

She's just easy to get along with, you know what I mean, and she doesn't treat me like a kid I suppose.

(Josh, 18 years)

Many of the young people interviewed were particularly appreciative of the perceived willingness of their mentors/PAs to listen to them talk about their problems without being overly judgemental. This again was an important element of the 'support' aspect of the work noted by practitioners. Eight young people said that talking to their worker about their problems was a main focus of their relationship with their PA or mentor. Indeed, despite the range of staff backgrounds, personal characteristics, training and prior work experiences, the key factors in working successfully with the young people centred upon the workers' ability to communicate through listening and advising. The benefits of communication were very much evident in the young people's responses during interviews:

I'd tell [my mentor] if I had a problem, he'd give me advice on what to do with it and all that...the best thing is knowing that there's someone you can go and see if you need them.

(Paul, 17 years)

Any problems we can talk all the time, that's the best thing about having a mentor.

(Jack, 18 years)

She's very helpful as she's easy to talk to...she takes me to McDonalds and we have a chat.

(Jasmine, 16 years)

This reflects research by Tarling et al (2001), which found that young people felt they could talk to their mentors in a way that they could not talk to their parents or school teachers. Equally within the present study, the young people tended not see their KYPE-funded worker as an authority figure. In this sense, as the practitioners themselves noted

(see Chapter 5), the open relationship and opportunities for one-to-one interactions led many of the young people to see the staff as a potential ‘friend’ or confidant.

Perhaps unsurprisingly, given the rapport that the young people felt they had with their workers, 22 interviewees (97%) said that they got on ‘well’ with their mentor/PA; 16 of whom reported that they got on ‘very well’. Moreover, only one individual did not find the advice they received from their worker helpful. In contrast, 12 said that it had been ‘very helpful’ and a further 10 ‘quite helpful’.

This reflects wider research findings, for example, a 2004 study of Connexions found that in their survey of 135 young people, positive views of PAs were widely reported (Joyce and White, 2004:72). The individual qualities identified by the young people included being ‘friendly’, ‘kind’ and ‘nice’. Likewise, the authors reported that these qualities endeared the young person to their advisers and promoted communication between them. Similar personal qualities were also identified in research exploring adult offenders’ perspectives of their ‘ideal’ social worker. Respondents reported that good relationships were built on friendship, openness, caring and an easy-going manner (Barry 2000:586).

Within the present sample, interviewees were asked whether they would recommend working with a mentor/PA to other young people who might be in similar situations to themselves. For the overwhelming majority, the experiences of receiving KYPE-funded support were reflected upon positively, and as such, it was felt that other individuals might also benefit from the receipt of additional ETE advice and support. In total, 22 of the 23 individuals interviewed said that they would recommend having a mentor or PA to other young people who might be in similar situations to themselves. The one remaining young person did not accept that they needed support and valued their independence to make decisions about their own ETE future.

In drawing together the information from the young people’s perspectives, it is possible to see the overall benefits that the interviewees perceived from their working relationships. In order to demonstrate these experiences clearly, it is useful to highlight an individual case. Case study 2 presents an example of the working relationship between a young person and their mentor and the ways in which this relationship progressed over time.

Case study 2

Case study: Ethan

Sixteen-year-old Ethan was initially serving a 12-month Supervision Order with a six-month ISSP for the offence of burglary. Following breach of his ISSP, Ethan was sentenced to a 10-month DTO. He had been working with his mentor for five months at the time of his first interview.

Excluded from school at a young age, Ethan had a lack of formal schooling and a dislike of education. However, the enhanced one-to-one work he had been receiving within the YOI had improved his education skills and had led him to consider engaging with further learning upon his release from custody.

Ethan had been meeting with his mentor an average of twice a month, a set up which continued during his time in custody. During their meetings, the emphasis was on discussing Ethan's attitude towards learning and also focused on encouraging him to become less hostile to education. Now, although unsure about what exactly he would be doing upon release, Ethan was confident that this mentor would organise and set up suitable provision for him and believed that a placement had already been arranged at college: '[My mentor] talks to me about going to college and doing things in future. It's very helpful the information she gives me about education.' Ethan felt that his mentor knew what he wanted to do at college, having discussed his options with her during their meetings.

In addition to the careers advice from his mentor, Ethan also stressed the emotional support he had received and the benefits of having someone to talk to: '[S]he asks me how I'm getting on...she's polite and kind and I can speak to her about my problems, and she helps me.' In order to ensure that Ethan was both encouraged in his learning aims and received the necessary support to take up ETE, the mentor also worked with Ethan's family. She visited the family home and also took Ethan's parents on visits to the YOI. These appointments aimed to encourage Ethan's parents to motivate and engage Ethan in a more stable and routine way of life. The family felt that this support was very useful and saw having a mentor as a positive influence not only on Ethan but one that other young people would also benefit from.

In order to ensure that Ethan could have continued support from custody to community, his mentor also undertook work liaising with the Local Education Authority and the education co-ordinator at the YOT, to set up an interview with a local college. It was felt that Ethan could learn to develop his skills within a more informal environment. This multi-agency interview was set up to see if Ethan could begin at college and to discuss any anticipated problems that may arise. Ethan's mentor saw her role as working to support Ethan and to ensure that he could find something that he had an interest in and that he wanted to do. From Ethan's perspective, this support took the form of discussing with him both his prior actions and his future plans: 'She just spoke to me about all the trouble that I got into and it just made me sit there and think about it and I thought "it's not even worth it man". She just helped me think about what I wanted to do next.'

Although a college placement was set up for Ethan upon release, he soon got into trouble there with another young person and was asked to leave the course. At the time of his first follow-up interview, Ethan had completed his order and was also involved in short-term casual work. He was however due back in court for another incident that had taken place shortly after his release. Throughout this time, Ethan's mentor had maintained contact with Ethan and his family, and while she no longer formally worked with him in a mentor capacity, she nevertheless offered information to Ethan about available courses and jobs and also offered emotional support by telephoning and visiting the family home on occasion. Asked whether he would recommend having a mentor Ethan replied: 'Oh yeah, she's good, she talks common sense basically'. He added: '[S]he come and see me in prison and just looked after me. She came and seen me when I got out of prison and just helped me. She took me down the job centre about three or four times. We just chat and she helps me a lot.'

In the above case, it is evident that despite the changing situation and ongoing difficulties that the young person faced, the mentor remained a constant source of support on a variety of levels. It is also clear that steps were taken at each stage of the process to provide practical and emotional advice directly to the young person. Beyond this, attempts were made by the KYPE-funded worker to liaise with the family and wider organisations and to put in place the necessary ETE provisions. As the quotation below illustrates, these findings support other research about the benefits young people receive from working closely with PAs and mentors:

As far as youth crime is concerned, it has been suggested that adult mentors can offer young people...an alternative source of practical help, emotional support, guidance and care, as well as provide them with positive role models.

(Tarling et al, 2001:30)

The positive feedback from the young people suggests that this broad and flexible position could be a source of support and advice that is almost universally valued. Having therefore established insights into the working relationships from both the staff and young people's perspectives, it is also useful to examine briefly how the interviewees felt that the wider ETE provisions met their needs. In doing so, this also provides some indication of the extent to which the young people believed that their personal problems and issues affected their ability to engage consistently and fully in ETE opportunities.

Learning and skill building

At the time of their first interview, 16 of the 23 young people were in some form of ETE. Positions ranged from attending an alternative education provider, to working in a kitchen, mechanic training, and landscaping. During discussion, individuals were asked how they felt about their current positions. Despite an initial wariness about engaging with ETE that many of the young people had mentioned, five of the 16 young people nevertheless found their ETE placement to be going 'very well' while a further nine thought that it was going 'quite well' in some respects. Only two young people did not like their placements at all.

Interviewees were also asked specifically about their experiences to date. Overall, responses varied widely. Of those who had enjoyed their work experiences, notable benefits included the practical achievements of seeing a task through:

You're doing stuff and you can see what the job turns out like at the end, the finished product kind of thing.

(Paul, 17 years)

To the job environment and the social context within which they were working:

I like the way it's going...the people there are friendly and get on with you, it's quite a chilled out place as well.

(Jasmine, 16 years)

Others were impressed by the personal learning opportunities and emphasised the satisfaction they gained from their work achievements:

They say I learn things quick and I'm the best they've had there.

(Tyler, 17 years)

They let me do the stuff and they tell me 'have you done this before?' and I tell them 'yes' if I have and they just quickly demonstrate at the start and I do it – it's good so far.

(Jack, 18 years)

This suggests that for some, engagement with ETE can have a positive influence by not only introducing the young people to new situations and providing skill-building opportunities, but also by providing a means of developing confidence and self-esteem within a work environment. This finding has also been noted elsewhere, with work experiences being viewed as an opportunity for the young person to develop a sense of self-confidence and self-efficacy (Mortimer and Finch, 1996).

However, this was not the case for all the interviewees engaged with ETE. For a minority, taking part in work activities was seen less as a means of self-achievement and more to do with merely filling their time, as two of the young people explained:

The course I'm doing is a waste of time for me really...but, I don't mind 'cause it gets me out of the house and that, keeps me busy.

(Josh, 18 years)

There's nothing to do at home so it gives me something to do.

(Bradley, 17 years)

This may reflect a short-term focus in relation to the work experiences of some young people, whereby the aim is to complete a current order, rather than to think about the ways in which the qualifications or experiences might potentially be used in further ETE engagement. This is further reflected to some degree in the lack of long-term commitment that the young people had to their current placement. For most, their work had been ongoing for just one to three months. A further five young people had spent under four weeks in their position. Only one young person had been in a job over six months.

However, one of the aims of KYPE has been to engage young people with ETE, not only in the short-term, but also to help prepare them for future engagement. As such, it is also useful to consider the interviewees reflections on how their work with KYPE practitioners and their experiences of ETE may influence their future prospects for learning. The following section considers these issues.

Thinking about the future

This section presents information on how the young people felt about their future ETE engagement, their employment aims and their aspirations. Details about the extent to which these individuals perceived ETE engagement could influence future offending behaviour is explored in the following chapter.

It was clear from the interview data that the young people did not spend a great deal of time thinking about their futures. Eight out of the 23 interviewees said that they thought about their future ‘sometimes’ or on occasion, a further eight admitted that they ‘rarely’ considered what they would be doing; many indicated that they only thought in terms of what they would be involved in within the immediate context.

Despite this reluctance to plan ahead, the young people largely recognised that the experiences they had gained from their job and training placements were in some way valuable. Asked what they had realistically expected to gain from their experiences, 17 of the young people said that they thought they would positively gain in some way, with responses suggesting that the young people saw the increased skills as helping them to find better jobs in future.

It was in the job preparation and attitude work with their mentors and PAs that the young people most thought they had achieved something however. The majority felt that staff encouragement to put in place a secure future was one of the key aspects of the staff roles. Nineteen young people stated that their worker had encouraged them to address their future plans and more importantly, to take personal responsibility for these decisions, as the following quote highlights:

They give you advice and things like that and make you think about what you are doing without telling you what you should do.’

(Neil, 16 years)

Moreover, although not wishing to plan long term, it was evident that the young people did acknowledge that working with KYPE-funded staff had influenced their attitude towards engaging and motivated them to try new options:

He’s the one that...well he helped me really because I wouldn’t have done nothing if I didn’t go to college, I would have done nothing – he’s the one who set it up.

(Tyler, 17 years)

It has made a difference to me because I didn’t want to get back into education at first, but now I don’t mind, well I will give it a go anyway.

(Amanda, 17 years)

Moreover, it was reported that their workers had attempted to help them identify interests and to develop ETE-related skills. As such, the interviewees overwhelmingly recognised the benefits of the help they received and said that the support enabled them to feel ready for ETE.

[My mentor] helped me get my confidence up and that, I can chat to the boys now when I'm at work, I couldn't do that before. It's made me more confident like, to talk to other people.

(Paul, 17 years)

Findings such as these were also identified in research carried out by Joyce and White (2004:78), whereby two of the benefits noted in working with youth mentors was the help that the young people received to gain increased confidence levels and to improve interpersonal skills.

Overall, the interview data suggest that according to the young people, the main benefit of working with the KYPE-funded staff was to participate in a one-to-one working relationship and to communicate with someone that they feel is 'on their level' and who understands and supports their decisions. In addition however, the job opportunities set up by staff provided the young people with the chance to gain new skills and to enhance self-confidence in their abilities. While these opportunities may not always immediately be fully taken advantage of, the interviewees nevertheless recognised that their workers sought to offer them the chance to gain transferable skills and knowledge that may provide them with ETE options in the future. As such, the emphasis is very much on promoting the overall positive development of the young people in terms of a more long-term strategy for dealing with their problems.

In the light of this information about the processes of engagement, it is now useful to consider the extent to which the advice and experiences gained from working with KYPE staff are taken forward by the young people in their future development and the extent to which this is reflected in their ETE engagement in the longer term. These issues are explored further in Chapter 9.

Summary of findings

The following findings can be drawn from the interview data with the young people:

- Data on 23 case studies of young people receiving KYPE-funded support during Phases 2 to 3 of the evaluation revealed that the majority of these individuals lacked educational and vocational qualifications, perceived their educational abilities negatively, and had typically unconstructive experiences of school. These findings are reflected in the wider literature on similar samples of young people (e.g. YJB, 2006; YJT, 2007). Such attitudes create evident initial difficulties for practitioners tasked with attempting to re-engage young people in ETE.
- Sixteen young people received support services from a KYPE-funded mentor and seven worked with a Connexions PA. On average, each young person had been seeing their worker for five months prior to interview. The average number of *formal* recorded contacts the young person had with their worker each month was two. During these meetings, the main focus of the work tended to be on the provision of job and course information and practical assistance with ETE applications.

- In addition to the provision of ETE advice, young people stressed the importance of the psychological support and guidance offered *informally* by staff. One of the most valued aspects of having a KYPE-funded worker according to interviewees was the open nature of their working relationship. Young people noted the significance of ‘having someone to talk to’ and saw the key to a successful working partnership as the ability of the worker to communicate with them. Ninety-six per cent of the sample said that they got on well with their worker and 22 out of 23 of the young people also thought that other individuals who might be in similar situations would benefit from the receipt of ETE support from a PA/mentor.
- Sixteen of the 23 young people were engaged in ETE at the time of interview, with the vast majority having attended their placements for one to three months. Fourteen individuals thought that their work was going well and reported positive experiences. The perceived benefits of ETE ranged from opportunities to gain practical skills, to the social aspects of the job and the personal achievements of learning. However, for some young people, taking part in short-term work activities was seen less as a means of self-achievement and more to do with complying with orders or filling their time. In addition, interviewees gave little thought to future employment prospects or made long-term ETE plans.
- The findings suggest that according to the young people, the main benefit of working with a KYPE-funded PA or mentor was the one-to-one support offered. In addition, the job opportunities set up by staff provided the chance to gain new skills and to enhance self-confidence in their abilities. While interviewees felt that they did not always take full advantage of these opportunities, they nevertheless recognised that their workers offered them the chance to gain transferable skills and knowledge that may provide them with ETE options in the future.

9 Exploring the processes and outcomes of working with KYPE

Introduction

This chapter presents two different types of outcome measures using qualitative and quantitative data. The first section utilises quantitative data to measure some short-term outcomes relating to the period of KYPE-funded intervention. This involves exploring differences between KYPE and non-KYPE groups in ETE intervention planning, examining whether ETE intervention took place, and assessing the frequency of that intervention.

The data used for the first section of this chapter consists of:

- YOT intervention plans
- YOT contact notes and case notes
- *Asset* data at the beginning and the end of intervention on 138 young people; 82 of whom received KYPE services.

The second section of this chapter seeks to introduce a more longitudinal aspect to the evaluation by examining the outcomes of the work carried out with young people who received KYPE services. In this context, the data outcomes are primarily explored to develop insights into the process of engagement over an extended period of time; examine the ways in which KYPE services may have impacted upon the young people's attitudes towards ETE participation and explore how the assistance received might have influenced their behaviour and views on offending. In undertaking this analysis the following data sources were used:

- case study data, covering a six month to four year period on 29 young people who received KYPE-funded services across each of the three phases of the evaluation⁷⁴
- follow-up interviews with 13 of the 29 young people and follow-up information from the young person's worker in an additional 11 cases.

First however, it was important to examine whether changes could be found in the assessed level of offence-related risk (using *Asset*) as a result of the ETE assistance given by KYPE-funded staff. The risk assessment tool *Asset* records and measures changes in risk factors related to risk of reoffending. The form is divided into 13 different domains covering a range of well established risk factors (e.g. substance use). The forms also

⁷⁴ This included, for example, six months of staff recorded case diary information, case notes, *Asset* forms and interviews with participants.

record information relating to welfare factors.⁷⁵ Changes in these measures are used as alternatives to an analysis of reconviction rates, which is where this chapter begins.

Robust evaluations of multi-modal interventions such as ISSP show that even with well matched comparison groups there are very few differences between those who received ISSP and those who did not in terms of reconviction rates (Gray et al, 2005). Within this sample, PNC data was available on 88 young people who received KYPE services. The overall reconviction rate for the 12 months after the intervention had begun was 80% for KYPE cases, and 86% for non-KYPE cases.⁷⁶ Yet a reliance on ‘the bottom line’ of reconviction does not reveal information about the work which was undertaken or achievements in terms of ETE during the period of intervention or afterwards. The limitations of these data therefore led the evaluation team to consider alternative outcomes which might give some indication of how KYPE funds have impacted on the services being provided to young people within the Criminal Justice System. The following sections explore these findings.

Assessment, intervention plans and actual intervention

In Chapter 7 it was established that 57% (n=167) of young people in the target group received KYPE. In order to examine further the ways in which the level of support received varied between the KYPE and non-KYPE groups, comparisons were made to explore the extent to which individuals had ETE targets set during their intervention plans. In doing so, *Asset* ETE section scores were cross-referenced with information on whether the young people had ETE targets set. The aim of this activity was to explore the extent to which level of risk was related to planning interventions (along with whether any differences between levels of risk could be identified). Table 9.1 below shows that most KYPE young people had ETE targets set, irrespective of the risk level associated to ETE within *Asset*.

It is reassuring that those in the KYPE group with scores of three or more (i.e. high offending-related risk, see YJB, 2003b) had objectives set in this area. In other areas of practice, questions might be asked about why those without a high offending-related risk have ETE targets set. However, within this sample, the reasons are perhaps clearer. First, all young people in the sample were on ISSP and/or had just been released from custody. As such, in the latter example, their pre-existing ETE arrangements may have broken down, while in relation to ISSP cases, there are a prerequisite number of ETE hours that

⁷⁵ Forms are scored first by section on a 0-4 scale, with 0 indicating that the factor is not related to the young person’s offending and 4 indicating a definite strong link. The section scores are then added together to give an overall score from 0-48 (only twelve sections are scored); the higher the total score, the greater the risk of reoffending. *Asset* has been validated as being predictive of reoffending at both 12 and 24-months, and as having good inter-rater reliability (see Baker et al, 2005).

⁷⁶ There are numerous methodological problems with presenting data in this way, most notably relating the period of measurement (in this case 12 calendar months as opposed 12 months at liberty which prevent comparisons with other samples being made) to sample size and ensuring matched comparisons; these figures are included for illustrative purposes only and should not be viewed as definitive findings.

have to be filled. In addition to this, most young people within the sample were aged 16 years or older, had few qualifications, a history of non-attendance, and were unemployed.

These facts taken together suggest that, if anything, the ETE section had been under-scored for this group of young people, as all of these factors have been recognised as relating to further offending and, therefore, are included in *Asset*, (see Chapter 1 of this report and Baker (2004) for a review of the related literature). Furthermore, factors should not be taken in isolation as there are substantial interaction effects between areas of risk (see May, 1999).

Table 9.1 Relationship between *Asset* ETE problem severity and whether objectives were set for KYPE and non-KYPE groups

ETE score – problem severity and association with reoffending	KYPE % with objectives set (n=64)	Non-KYPE % with objectives (n=44)
0 – not associated at all	90%	67%
1 – slight, occasional, only a limited indirect association	88%	71%
2 – moderate but definite association	76%	57%
3 – quite strongly associated	100%	57%
4 – very strongly associated	100%	–

If we compare the results in the table above with those for the non-KYPE group (Table 9.1), we can see that there is a difference in the percentages, with ETE targets proposed for differing levels of assessed risk. It is apparent that the KYPE group had more ETE targets set than the non-KYPE, even when accounting for differing levels of risk. The finding that young people had an ETE target set even where there was little or no offending related risk suggest that the extra assistance from KYPE impacted in some way on the proposed work to be undertaken with them.

A comparison is also made between KYPE and non-KYPE groups in terms of whether they received ETE intervention or not, and whether the amount of this intervention differed by group. Table 9.2 below shows the comparison of the two groups across the first of these variables. While the total sample sizes are small, the difference is statistically significant, with more of the KYPE group receiving an ETE intervention of some sort during the time they remained on their order.

Table 9.2 Groups who received ETE or not

Group	Received ETE	Did not receive ETE	Total ⁷⁷
KYPE	94% (64)	6% (4)	68
Non-KYPE	64% (25)	36% (14)	39

Chi-square test $p < .001$

Table 9.3 (below) shows a comparison of the average number of ETE appointments for KYPE and non-KYPE groups for the time spent on their court order (132 days and 162 days for KYPE and non-KYPE cases respectively). The overall difference in ETE appointments is not statistically significant, but the trend is in the expected direction with those receiving KYPE assistance averaging more ETE appointments than their non-KYPE counterparts over a shorter space of time.

Table 9.3 Average number of ETE appointments during order

Group	Average number of ETE appointments
KYPE (n=68)	15
Non-KYPE (n=39)	8

T-test used $p = .069$

While the samples for these two comparisons are small, the results are encouraging. They show that within this sample,⁷⁸ those receiving KYPE support were more likely to have an ETE intervention planned during the course of their order than those who did not. In addition, they had, on average, more ETE appointments than those who did not receive KYPE assistance.

Changes of offending-related risk in Asset

A standardised record of overall changes in the risk of reoffending which have occurred over time can be attained by using data from *Asset* (as shown in Moore et al, 2004; Baker et al, 2005; Gray et al, 2005). The primary methodological issue in undertaking this analysis is ensuring that young people have matched assessments over time. Table 9.4 shows the extent of ‘matched pairs’ of assessments from within the KYPE sample. This illustrates that as time passes, the attrition rate increases and fewer matched pairs are found. One-hundred and thirty-eight matched pairs of assessments were collected for the start and end of the intervention for young people in this sample. Given that most of the young people included in the sample were already 16 years or older at the beginning of

⁷⁷ N-sizes change between Table 9.1 and Tables 9.2 and 9.3 because of differing data requirements. For Table 9.1 both an *Asset* and an intervention plan were required, for Tables 9.2 and 9.3 contact and case notes were required.

⁷⁸ It must be remembered at this point that this was only a small sub-sample and the results cannot be generalised to the rest of the sample, or across other KYPE areas.

their intervention (or release from custody) it is perhaps unsurprising that they dropped out of the sample as time went on.⁷⁹

Table 9.4 Matched pairs of *Asset* assessments across study

Asset stage	Beginning	End	First follow up	Second follow up
Beginning	–			
End of intervention	138	–		
First follow up (12 months)	58	52	–	
Second follow up (24 months)	28	28	15	–

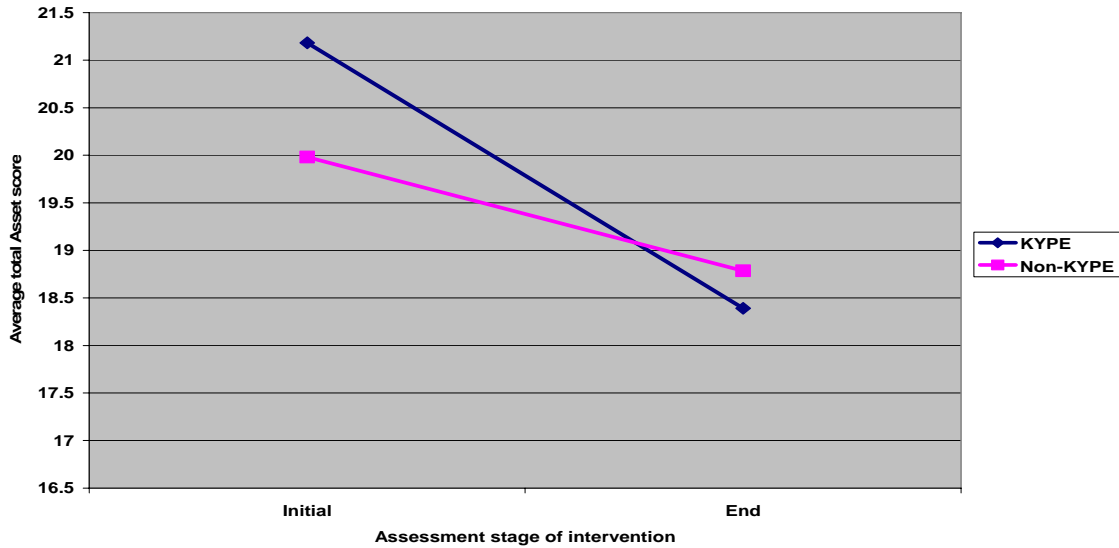
Overall, this attrition resulted in only 15 young people having an *Asset* at every stage of data collection. As a result, it is only possible to reliably report statistical differences between the beginning and end stages of intervention, as subsequent data collection rounds yielded too few assessments (particularly if comparisons between KYPE and non-KYPE groups are attempted).

Figure 9.1 below shows that when comparing initial and end of intervention *Asset* information for KYPE and non-KYPE young people, the KYPE group displayed a greater drop in total *Asset* score than their non-KYPE counterparts.⁸⁰ However, this relates to the total measured change across a range of life factors, and is not exclusive to ETE factors.

⁷⁹ This is even less surprising when it is considered that the average age of those finishing interventions was 17.07-years-old; making them 18 years at the first follow-up and 19 years at the second.

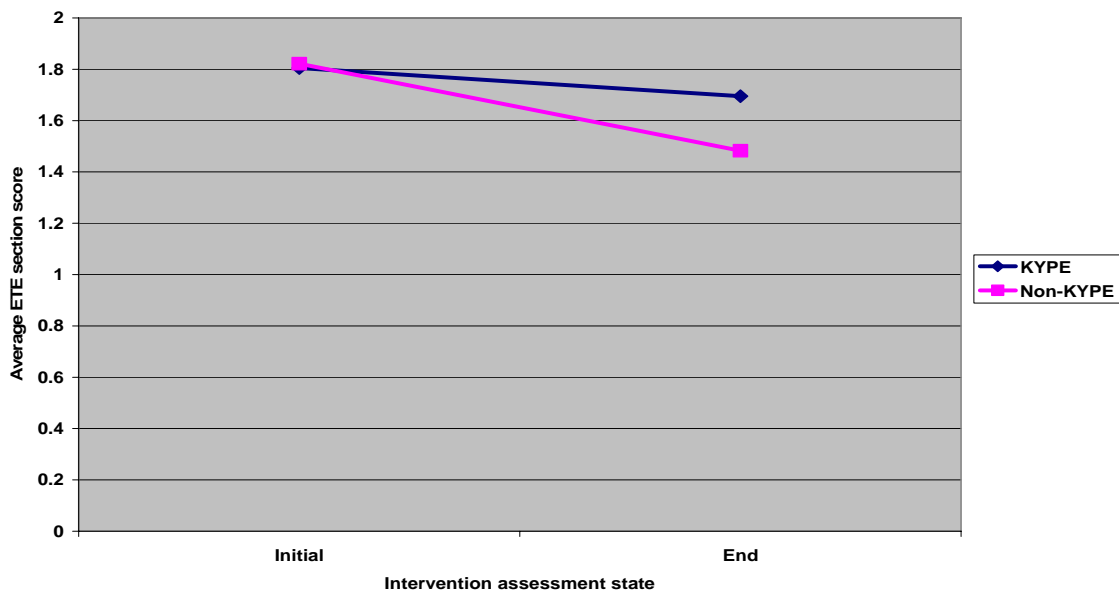
⁸⁰ Which is statistically significant – paired samples t-test used $p < .001$.

Figure 9.1 Total Asset score change during intervention



The same is also true of individual section scores within *Asset*, in this case the ETE score. What is interesting to note is that despite very similar starting points (1.80 and 1.82 for KYPE and non-KYPE respectively), in this instance the non-KYPE group experienced a greater drop in score (which is significant at the $p < .05$ level), but the KYPE group did not experience as great a drop as might be expected. This may be due to their greater initial problems, as recorded in *Asset*, relating to non-attendance and a lack of academic qualifications (see Chapter 7).

Figure 9.2 ETE section score change during intervention



However, drops in initially high scores on measures such as *Asset* can be accounted for by a statistical phenomenon known as ‘regression to the mean’, wherein extreme outlying scores on standardised assessments tend to move towards an average over time (see Agresti and Finlay 1997:321-2). In addition, and as frequently stated within this report, KYPE may have formed only a part of any ETE intervention undertaken with the young person, thus it is not possible to attribute changes to the programme. To do so would require both knowledge of every other ETE intervention the young person undertook during the same period, and allow for these factors to be controlled. If real changes were to be measured using *Asset* in this way, then a larger sample size and well matched comparison groups would be required. Long-term comparisons would further require a better overall level of data completeness and quality as well as a cohort young enough to follow through the system.

As such these measures are unable to reveal the specific changes that took place in the lives of the young people who received KYPE-funded intervention, and what small, but often unrecorded achievements they made after statutory agency involvement ceased. The next section of this chapter therefore turns to look at the ways in which young people altered their views of ETE, along with the processes by which these potential changes took place.

The engagement process over time: case study data

The quantitative data are important for documenting outcomes from the young people who have received KYPE services. However, evidence about the experiences of young people needs to be balanced by information from the individuals concerned. As such, longitudinal data gathered on case studies provide details about the ongoing factors in the young people’s lives, as well as the ETE progress made over time. The cases presented here typify the experiences of a number of young people encountered during this research.⁸¹

In total, some form of follow-up information was available on 24 of the 29 young people who formed in-depth case studies. This information ranged from short updates compiled by the workers from local and/or Connexions databases, to in-depth face-to-face interviews with the young people. As case studies were selected over the course of three phases of the evaluation, follow-up information was obtained over various time periods. The range of data was gathered over a period of between six to 32 months after the initial interview. For those young people interviewed during the first phase of the evaluation, this provided opportunities to track the young person’s progress over a greater period of time. Indeed, previous follow-up information on the young people has been presented in a number of previous KYPE reports (Haslewood-Poscik et al, 2004:74-82; Cooper et al, 2005:81-84; Cooper et al, unpublished:76-80). For those young people identified in the most recent phase of the evaluation, a minimum of a six-month period was given before

⁸¹ For reasons of parsimony, not all of the case studies collected for the research are reported in this chapter but, as stated in Chapter 8, a number are included in Appendix 2 for more information.

follow-up information was sought. Despite the large range in timescale between the data being obtained, the average time period for collecting follow-up information was 12 months after the initial interview.⁸²

Exploring issues influencing engagement

As detailed in previous chapters, both the quantitative and case study data illustrate that the majority of young people within the KYPE sample had very few educational qualifications and serious deficiencies in their basic skills. In addition, education-related barriers including negative attitudes to ETE and a dislike of classroom-based activities were also evident. However, research suggests that many persistent young offenders are also more inclined to have a range of co-occurring difficulties alongside their ETE situation (Graham and Bowling, 1995; Hurry and Moriarty, 2004).

As the analysis of the sample of young people earlier in this chapter highlights, collectively it is often extremely difficult to track the causal order of events in the young people's lives. However, on an individual case basis, attempts to do precisely this provide an indication of the vastly complicated nature of their situation and invites further understanding of the complex process of engagement. Drawing upon the case study data therefore, it is possible to see that each individual possessed a range of specific needs and problems which tended to impact upon their overall ability to both access ETE and to sustain this engagement over time. The following case study provides one such example.

⁸² Seven of the 24 young people were actually tracked for over a 12-month period.

Case study 3

Case study: Jasmine

In January 2006, 16-year-old Jasmine was serving a Supervision Order with a six-month ISSP for the offence of assault and breach of a criminal Anti-Social Behaviour Order (CRASBO).

According to Jasmine's mentor, the common themes running through Jasmine's past offending behaviour had been alcohol abuse, drug use and violence. Much of Jasmine's behaviour had also been linked to a general disregard for authority. Despite these factors impacting upon her ability to engage successfully with schooling, assessments at the start of Jasmine's order revealed that she nevertheless had good basic skills levels.

Jasmine had been excluded from both school and college for her poor behaviour. As a school age pupil, the local education authority had organised Jasmine's placement with alternative educational provision. Of her placement, Jasmine said 'it keeps me busy and keeps me off the streets'. However, Jasmine's mentor also helped her with ETE support, such as putting together a CV and looking for work experience. At the start of her placement, Jasmine needed a lot of motivational support. Her mentor began by collecting Jasmine every morning and taking her to college. Over time, much of the mentor's work involved helping Jasmine to maintain her attendance and to support her through any problems or difficulties that arose during the placement.

Although Jasmine wasn't sure exactly what she wanted to do in future, she was however, clear about the direction she wanted to go in: 'I don't want to go to college. I just want to get a job straight away and do some training that way.' However, Jasmine's mentor wanted to begin developing Jasmine's low sense of self-esteem and working to strengthen her confidence in her abilities and attitude towards learning. On average Jasmine attended four appointments a month with her mentor and was appreciative of this support. She added that whenever she needed advice or was having frustrations at home or college, it was helpful to know that she could call her mentor for a chat.

Nine months on however, Jasmine had reoffended and had received an 18-month custodial sentence for street robbery. Since leaving her placement, she had been actively engaged in robberies in the period leading up to her arrest and had spent her time hanging out with her friends. In addition, while her drug use had been controlled with methadone during her time on supervision, once this ended, she began taking heroin again. Jasmine was also spending her time with her older boyfriend who was a heavy heroin user and had also spent time in prison.

Jasmine's mentor felt that despite being in custody, during their recent meetings Jasmine still showed no real recognition of the need to change and was seemingly disinterested in staying off drugs in the long term. In addition, Jasmine seemed unmotivated to engage with the ETE provision in custody: 'I don't get on with education, it's all stuff I don't want to do, so it's wasting everybody's time.' However, Jasmine had been trying to maintain her good behaviour as she now realised it was in her best interests. She had also recognised the influence her mentor had on her thoughts about ETE: '[My mentor] use to try to talk to me about things but I wasn't ready to listen. It wasn't her fault, I just didn't want to know.' Now however, Jasmine was attempting to think realistically about her options and said that it was her mentor who had had this influence on her 'she gives good advice in a friendly way'. She also thought that the best way forward might be to take up a hairdressing apprenticeship.

In the light of Jasmine's lack of commitment to previous ETE, her mentor thought that the best way of taking up this option might be to try and organise some kind of work experience or 'taster' course, as Jasmine was unlikely to be ready for full-time ETE upon her release. Jasmine seemed to support this view, adding: 'I just don't think it's as easy to change as people say, I think that because of drugs, it might be too hard.'

Case study 3 highlights just how difficult it can be for young people with a range of lifestyle and attitudinal problems to sustain the kind of stability that would make constructive ETE engagement a realistic possibility in the longer term. This further serves

to highlight the level of ongoing work needed to help promote engagement, both on a practical level, and in terms of motivating an interest, confidence and a willingness to take part in learning activities.

In addition, of particular note is the fragmented educational experience of the young person over the course of her educational career. Looking at the case study data within the present sample (see also Appendix 2), suggests that this is not in any way an untypical or exceptional case. Indeed case study 4 provides an additional example of the kinds of ongoing struggles that the young person and their mentor faced in attempting to find suitable ETE engagement.

Case study 4

Case study: Neil

Sixteen-year-old Neil had been sentenced to a 12-month Supervision Order with ISSP. At the time of interview he had been working with his learning mentor for 12 months.

During Neil's schooling he struggled with academic work and classroom-based learning and left without gaining any qualifications. Neil then enrolled with the local vocational college to study construction work but he soon stopped attending and began associating with his pro-offending peers. This subsequently led to him getting into trouble with the police. Neil was eventually sent to custody for an offence and began attending education in the YOI. During this time, Neil was allocated a mentor to help him to re-engage with ETE. Upon release, a work placement in construction was set up by Neil's mentor.

However, on Neil's second day, his mentor received a phone call asking if Neil could be collected and removed from the building because of his attitude towards staff and other young people. Since that time, Neil had been in and out of various short-term placements. His mentor explained: 'It's just ongoing with [Neil] we're always trying to find work for him. We have found him jobs in the past but he hasn't stuck to them.' In addition, three referrals to placements had been set up for Neil to attend E2E courses, however he had not turned up to any of the interviews.

After six months of receiving KYPE-funded mentor support, Neil was still not engaged in ETE. His mentor nevertheless continued to do weekly job searches with him to ensure he was aware of the available work and training in the local area. Neil said that he hoped to find something 'hands-on' as he did not feel that a college environment would suit him. 'I just can't concentrate for long when I am learning things, in a classroom like, I need to do practical work to learn things.' However at the time of interview he did not have any real idea about what he wanted to do and thought that he would find some kind of trade.

Neil enjoyed the fact that he could visit his mentor at the YOT when he needed to: 'you can talk to people and that, working with [my mentor] is pretty chilled'. He also said that he appreciated the fact that his mentor had helped him to create his CV and carried out mock job interviews with him. Despite not being able to find any suitable work and having a lack of motivation to engage, Neil was nevertheless now beginning to think about his future more as a result of his conversations with his mentor: 'I would like to try and get something, I had an interview for college not that long ago but I didn't hear anything back about it. I'm not that bothered because college work doesn't really suit me, but I'd like something more practical.'

Yet, as he explained, this was not due to any particular interest in ETE, rather he continued to rely on the support and direction of others: '[My mentor] has made me think that I should get some work as I don't want to go onto probation and if I keep offending that will happen soon and then it's much harder, they don't help you as much.'

As the two case studies highlight, in the longer term the consequences of unauthorised absences, exclusion, offending behaviour and custodial sentences undoubtedly had a negative impact on the development of educational skills and experiences. As a corollary to this, it was also observed that interruptions to programmed ETE and frequent non-completion of courses disrupted and ultimately sidelined the learning process in some cases.

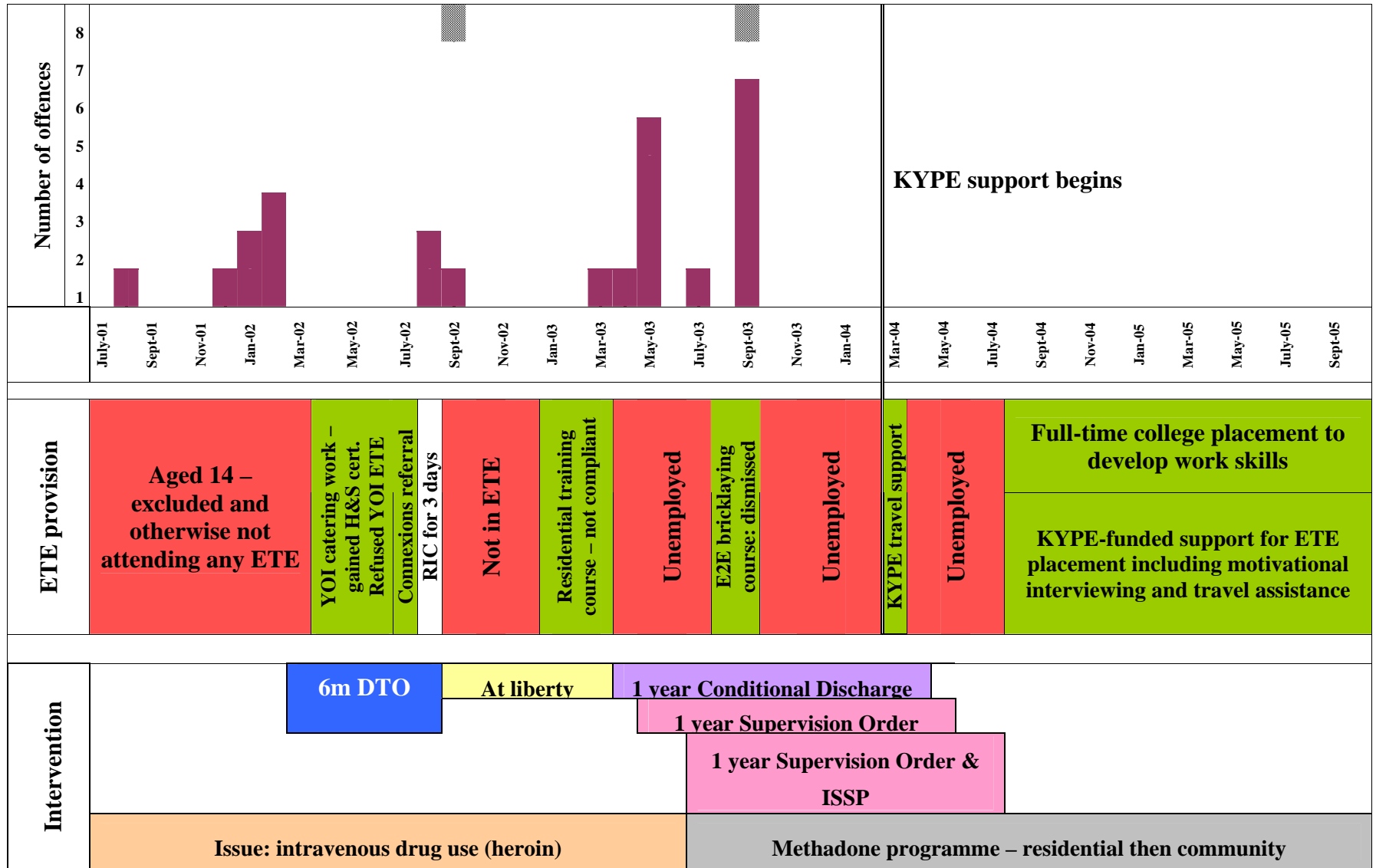
The case studies further illustrate that for many individuals the engagement process is a long, difficult journey that starts well before the young person begins attending a placement and continues throughout their attempts at ETE participation. In this sense, for many participants in the sample, 'engagement' might be best conceptualised not as a period of ongoing participation, but rather a series of continuously changing experiences.


This notion is further highlighted by the information obtained at the follow-up interview stage on each of the 24 young people on whom case data was available. The data revealed that the most common ETE situation was one of unemployment, with 10 young people not engaged at the time of the follow-up. Six individuals were however, in some form of ETE, and a further five were serving sentences in a YOI where they were also undertaking ETE activities. The remaining three young people were involved in intermittent employment doing 'odd jobs' or cash-in-hand work locally.

When the cases were examined on an individual basis over time, further complexities of the offenders' lifestyles could be observed. Of the original 16 young people who had been engaged in ETE at the time of the first KYPE evaluation interview (see Chapter 8), only four individuals remained engaged by the follow-up stage. For the remainder, it had been an ongoing process of periods of engagement, followed by time spent not participating in ETE. Seven of the individuals were currently unemployed at the time of the follow-up interview. The majority said that they were currently looking for work, but this ranged from actively going to the job centre, to occasionally asking friends or family for employment. In addition, the five individuals who were receiving ETE assistance within the YOI had all previously been in some form of work at the initial interview stage, but had then gone on to reoffend and receive a custodial sentence. Encouragingly, of the four young people who had remained engaged, three of these individuals had stayed on in their initial employment and had sustained engagement for a period of between nine and 12 months. The fourth had been on a number of different short-term placements between the two periods.

Another way of representing the complexities of the young people's situations can be seen through the three timeline diagram plots below (Figures 9.3 to 9.5). Utilising a range of case study data, these figures illustrate the variety of factors impacting on the young people's engagement experiences over an extended period of time in each of their lives.

Figure 9.3 – Case study – Danny’s experiences over a 4 year 3 month period: from 14 years onwards



 = Breached Overlap between apparent incarceration and offending episodes is the result of events occurring in the same month but not on the same date.

Case study: Danny

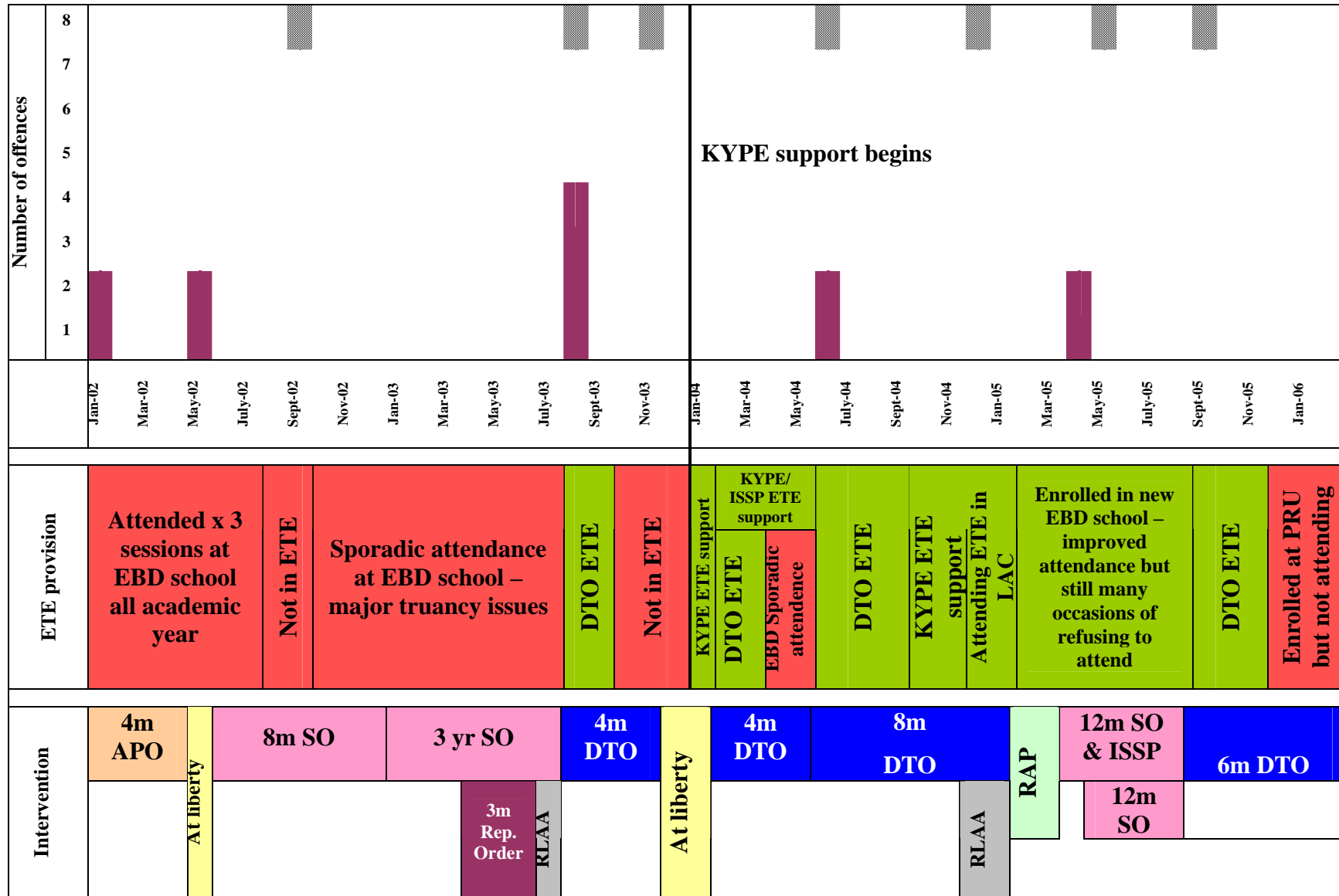
Danny had a history of offences of theft related to the use of drugs and had been in a YOI twice by the age of 17. He was permanently excluded from school at the age of 14 and had no educational qualifications. He had however gained a few certificates while in custody; although he thought they had been left behind in a YOI. In July 2003 Danny attended an E2E training scheme where he learnt bricklaying skills for a month. He was however dismissed for 'misbehaviour'. He thought it was mainly that he used bad language but he felt he had to speak this way in the company of other lads. Danny had previously been on other schemes too, but said he had been asked to leave these as well. Danny thought the last course he attended was good, and he would be willing to go back if he was allowed.

In March 2004, Danny was not in ETE but said that he found ISSP had been helping him. His KYPE-funded ISSP worker had helped him the most in the main problem that he faced; his attempt to give up heroin. Danny was being treated with methadone and was considered to be more stable than he had been for a long time. An extra protective factor was that his siblings, with whom he lived, were also heroin-free. After the successful completion of his order, Danny decided for a time that he did not want any further ETE support.

Yet by February 2005, his level of motivation had greatly increased. In autumn 2004 he started a full-time ETE programme, run by the local college, which provided sports-based education with a view to moving young people onto vocational placements. As part of this programme Danny planned to attend a residential outdoors activities course. Although Danny was not on ISSP during this period, he requested and received support with education. This included assistance with transport to the training programme venue and general emotional/motivational assistance. Danny also still had realistic fears of encounters with various former acquaintances from the drugs scene, or those with whom he had been involved in fights. Support from the ISSP worker was helpful in dealing with these fears.

In November 2006, Danny was still not employed but was now considering joining the Army. He was concerned that this would not be possible because of his criminal record and thought that he would have to wait until he had been out of trouble for five years. He said that it had been about a year since he was last in trouble. The main activity occupying Danny's time now was sports and he had been involved in a scheme helping young people with football. Danny said that he would love to get a job in sports in the future. He did feel that his KYPE worker had helped 'give him a push' and he had also learned the skills for job interviews and where to look for placements. Danny had also completed another course set up by Connexions which lasted a year. Danny said that he stuck with this course the whole time and was keen to try and get some more work as he was 'not wanting to sit on street corners for the rest of my life'. In five years' time Danny wanted to be set up in a flat with his girlfriend and be in a regular job. He thought that his girlfriend was a good influence on his behaviour, but he was concerned that they would not get a council flat because of his criminal record, so he wanted to find work to pay for private accommodation. Danny had been on methadone for a number of years but felt that he was almost ready to come off it as drugs were not the way he wanted to live his life. He added: 'I've got to stand on my own two feet now. I need to find a job.'

Figure 9.4 – Case study – Ben’s experiences over a 4 year 1 month period: from 10 years onwards



= Breached Overlap between apparent incarceration and offending episodes is the result of events occurring in the same month but not on the same date.

Case study: Ben

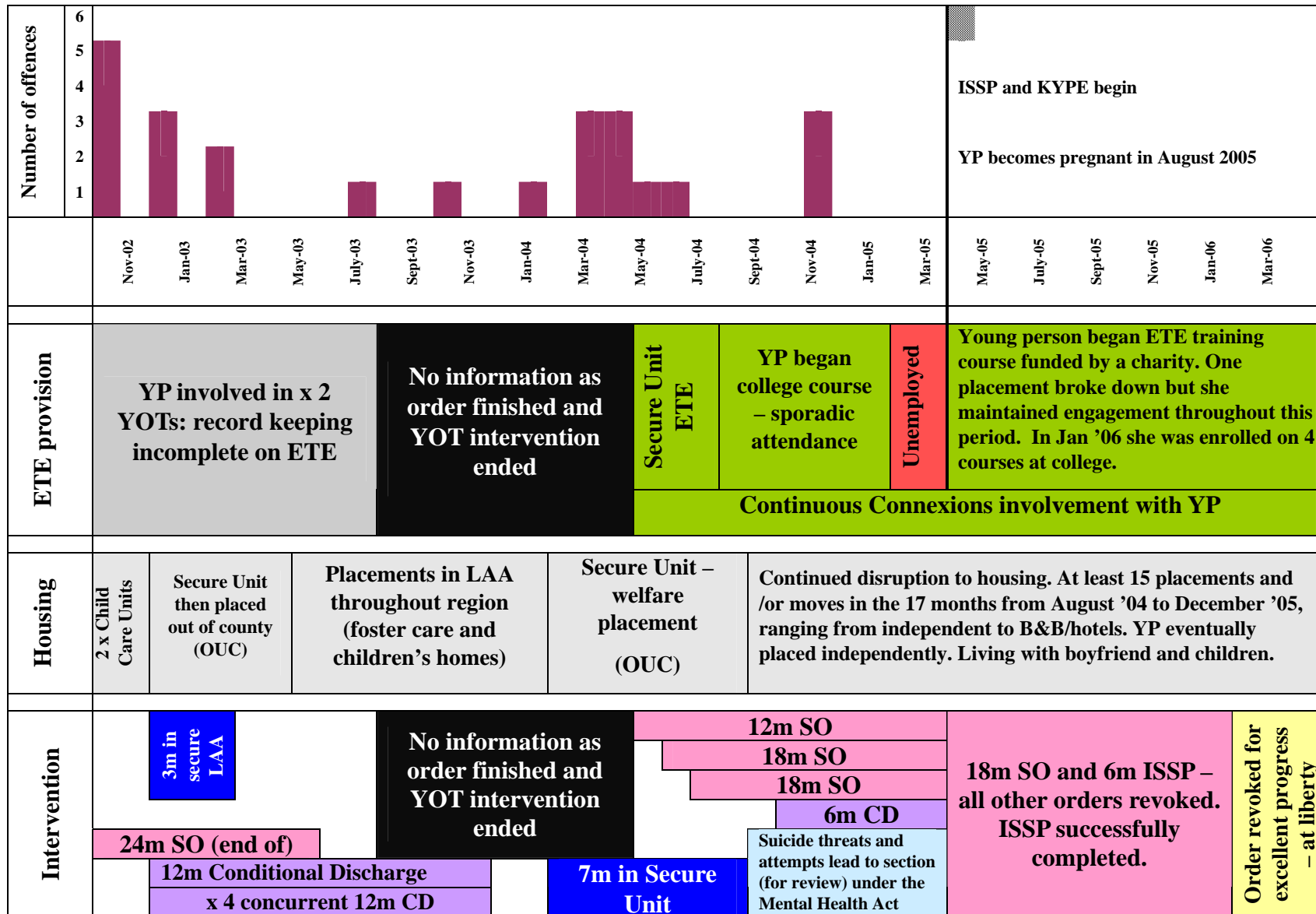
Ben lived in a single-parent family with his mother and younger siblings. He had witnessed much domestic violence at home throughout his childhood and no parental control had been exercised over him for a long time. He therefore assumed the lifestyle of a much older person, doing with his time what he wished. As a consequence, Ben had been involved with the youth justice system since the age of 10. In February 2003 he was charged with an offence and was bailed with a condition of ISSP. During the lengthy case proceedings Ben also received more than one community sentence and a DTO. He was again bailed in December 2003 but within a few months received a further DTO for theft. This DTO was his second period in custody.

Ben's lifestyle and offending history had obvious implications for his schooling. Ben attended a school specialising in children with educational and behavioural difficulties. However, he was only present at a total of three sessions during the 2001/02 academic year. This was followed by extremely sporadic attendance the following year. Extra ETE support was introduced by the ISSP team in order to try and reduce the risk of his reoffending by ensuring that he attended school regularly. An educational support worker funded by KYPE worked with Ben for five weeks during January to February 2004. It was anticipated that this would allow Ben fewer opportunities to associate with older peers. The support worker spent about two hours each school morning going to Ben's house to make sure that he got up in time and went to school. She also stayed for about 15 minutes at the school to ascertain whether Ben attended his class, and to discuss any necessary matters. Lunchtime was identified as a particular risk-period for Ben. It was therefore planned that the support worker would go back to the school, pick Ben up, have lunch with him, then return him to school. Unfortunately, the school would not allow this as it 'went against their policy'. Ben would therefore often walk out of school at lunchtime and not return for the afternoon. Alternatively, he would be excluded on behavioural grounds. The school would then ring the ISSP team and a worker would go looking for Ben, usually to be found at home planning to go out to meet friends. Despite this, as the weeks passed he managed to stay on at school more frequently.

The support worker and Ben's keyworker took turns to occupy Ben constructively. The workers found that he was more open to the idea of engaging with them than on any of the previous occasions. They described this period as 'the first time they could see light at the end of the tunnel'. Ben was also co-operative and appreciative of the attention. The intensive approach seemed to be acting as a protective element; keeping Ben engaged in a more structured life. However, after this short period of intensive support, Ben reoffended and was returned to custody. The workers nevertheless anticipated that they would resume working with Ben once again upon his release.

Ben's relationship with his workers remained good, but by June 2004 progress had been sporadic and his life remained chaotic. Ben continued to receive sessional support but despite this, he breached his DTO licence and was readmitted into secure accommodation. He also committed two new offences for which he received another DTO and was held in custody from mid-June to October 2004. Ben said that he preferred being in secure accommodation to being 'outside'. After his release, KYPE-funded support work resumed with Ben. He was also remanded in local authority care in December 2004 and received ETE support during this period. However, the YOT began liaising with the Social Services Department about having Ben looked after. The YOT's position was that placing him with foster parents would be best, but a children's home would still be preferable to his home environment. During this time Ben also changed schools, but he was not keen to go to the new school. The support worker went to his house every morning to ensure that he was ready for the taxi to take him to school as he did not want to be seen accompanied by a YOT worker. However, he refused to attend and had been twice during January to February 2005. The paradox was that when in residential care, Ben attended school. He also engaged well with educational visits. Ben asserted that his problem was not with learning, but with 'school on the out'. As such, by March 2006 despite the involvement of many agencies in assisting Ben to find a more structured routine, he maintained an ongoing cycle of offending behaviour and absence from ETE placements.

Figure 9.5 – Case study – Amanda’s experiences over a 3 year 6 month period: from 14 years onwards



= Breached Overlap between apparent incarceration and offending episodes is the result of events occurring in the same month but not on the same date. Furthermore, in this instance, the young person committed a number of offences against staff in care homes/Secure Units.

Case study: Amanda

A persistent young offender, Amanda had committed over 30 offences since the age of 12. Amanda had spent most of her life in care and had little stability during her childhood. She had been unable to form meaningful relationships with adults or peers and had very limited contact with her parents. The majority of her offences involved violent behaviour and this violence was primarily taken out on those individuals charged with her care. In addition to these difficulties, Amanda had been identified as having mental health problems, including depression and self-harming. She also drank excessively and took recreational drugs. As a result of her chaotic lifestyle, Amanda had received support from a variety of services throughout her life. In terms of ETE, Amanda's education had suffered from the amount of time that she had spent in care and moving between foster placements. As a consequence of this she had not achieved any qualifications and had been identified as having poor literacy and numeracy skills.

Despite these difficulties, by July 2005 Amanda seemed to be entering a more stable period in her life. Having spent two years in local authority accommodation she had received assistance to find private supported accommodation and had settled in well. Amanda also said that she was now feeling motivated to begin engaging in work. She had previously received Connexions support, and was allocated a further KYPE-funded PA in April 2005. This KYPE PA was aware that Amanda had developed a bond with her previous Connexions worker and as such, decided that she would work alongside the staff member to support the work being carried out. Amanda was open to this set up and said that she wanted to change her behaviour by occupying herself with ETE. Amanda was set up on a placement working in the care sector; this placement also provided basic skills tuition. Having previously struggled with academic work, Amanda was not keen to take up learning again, preferring instead the idea of practical work: 'While you're studying and that it's all shit, but when you're actually working and that, I think it will be alright.' Amanda's PA felt that Amanda lacked self-confidence and in order to address these difficulties, Amanda was placed with a provider who had experience of dealing with problematic young people. Shortly after however, in May 2005 Amanda found out that she was pregnant. This impacted upon her ability to continue working on the placement. Nevertheless, during this time the pregnancy seemed to positively influence Amanda's attitude and ability to look after herself. Shortly after however, she lost the baby. While this was an extremely difficult time, Amanda agreed to return to the initial placement and began attending regularly.

By October 2005, Amanda was again pregnant and had also completed her ISSP successfully. The staff felt that she was now able to act in a more socially appropriate manner and able to control her temper in potentially confrontational situations where she would previously have been aggressive. Amanda had also demonstrated enthusiasm for her new placement and her attendance had been good. She felt happy to comply during this period.

However in April 2006 Amanda was no longer engaged with ETE and her placement had broken down. During the previous 18 months she had also been in a range of different housing placements. While her most recent move had seen her housed in a mother and baby unit, there were doubts about whether she would be able to keep the baby as, although excited about becoming a mother, there were concerns about whether she would be able to cope. Amanda's main focus was ensuring that she had a healthy pregnancy and to this end she was trying to restrict her drinking and smoking. She also claimed to no longer take drugs.

Following the birth of her child, Amanda seemed to be coping well with the responsibility. She said that she had not committed any offences since her pregnancy and wanted to spend her time with her boyfriend and baby. Amanda felt that her Connexions workers and staff at the YOT had helped her organise her life: '[T]here was talk about putting me in the secure unit when I offended and I didn't want that, but they gave me a chance and helped me stay here with my family. It were hard at first but I felt they were on my side.' As a result of her new responsibilities, Amanda was more confident in her own capabilities. She felt that despite her chaotic background, the support she had received along with her more positive attitude towards the future were helping her to establish a more structured lifestyle.

In detailing these cases, it is possible to demonstrate that while recorded ‘snapshots’ of ETE situations might serve to illustrate particular outcomes at various points in time, little insight can be derived regarding the overall impact of ETE without contextualising these experiences over a longer period.

This section also highlights that in general, difficulties in the lives of the young people made longer term engagement extremely problematic, with individuals engaged in continuous cycles of offending as well as personal struggles to deal with wider issues, such as drug use, peer influences and poor attitudes to ETE. It would appear that in some cases the KYPE funding nevertheless succeeded in fostering a series of learning experiences that, while reflecting the disjointed nature of the young people’s lives, also demonstrated a degree of progression.

The complexity of individual situations perhaps raises further questions about whether many young people might derive greater benefits from a longer-period of working with their PAs/mentors. In particular, the case studies highlight that while young people may be placed in ETE, once their support ceases, individuals frequently return to their chaotic lifestyles. This suggests that they may indeed gain from receiving services beyond the statutory end of their sentences.

In identifying these individual situations it is possible to appreciate the full extent of the longitudinal practical and psychological support work needed to promote ETE engagement. However, what remains less clear is the extent to which the young people might have taken on board the advice and support that they have received. One important way of assessing this is to examine young people’s reflections upon KYPE-funded services.

Long-term benefits of KYPE intervention

In the previous chapter, interviewees suggested that they had gained valuable ETE knowledge and skills from the time spent with their KYPE-funded workers. In exploring the longer term outcomes of these findings, it is important to consider the extent to which this advice was taken forward by the young people in the months following their interventions.

During initial interviews, the data revealed that it was primarily in the job preparation and attitudinal work with their mentors and PAs that the young people most thought they had derived benefits. Enhanced knowledge about the practices of looking for work were again noted as useful by the majority of the young people in follow-up interviews, with respondents emphasising the benefits of the information they received. The following quotation highlights this point:

The support I got, it helped me to think about how to find jobs, I know how to go about getting things now, where to look and that.

(Neil, 16 years)

Other young people felt that their workers had not only provided the practical skills to know where to find work but had also encouraged them to take these skills forward. In five cases this had resulted in a more active and independent approach, with individuals taking responsibility for organising their own ETE.

Now I've stopped seeing [my mentor] I'm carrying on going down the job centre on my own.

(Paul, 17 years)

I'm going down the job centre twice a week; the people there are getting us on a course soon hopefully.

(Danny, 17 years)

For one young person, this encouragement had also provided the motivation he needed to try and make the necessary changes to his lifestyle:

I'd still be sitting on my arse if it hadn't been for [my worker]. He made me see that I had to get up and do something, so I'm looking at the kinds of jobs that I might be able to do at the moment. I really want to find a job.

(Bradley, 15 years)

The examples detailed here may not constitute overall massive gains in attitudes towards ETE participation, nor suggest that the assistance that they received through KYPE had a direct impact on their engagement with ETE. Nevertheless when viewed within the context of the many barriers that the young people faced in attempting to engage, these small steps can be viewed as promising indicators of a more open attitude towards the prospect of engagement, as well as the suggestion that many young people felt they had been equipped with skills to take ETE opportunities forward.

Perspectives on ETE and offending behaviour

While the present chapter seeks to provide insights into the kinds of issues that might facilitate, or hinder, the young persons' access to ETE over time, any examination of the topic cannot fail to consider the potential impact of engagement on the offending careers of the young people. Indeed, the criminological literature has long sought to understand the role of ETE engagement in promoting the reduction of offending behaviour (e.g. Graham and Bowling, 1995; Utting and Vennard, 2000; Farrington, 1996). In addressing this issue, the introduction to the present chapter has outlined the difficulties in attempting to establish a reconviction analysis for the sample. However, in addressing this issue within the case study data, the aim here is to briefly explore the young people's perspectives of the relationship between engagement and their offending lifestyles.

During interview, the overwhelming majority of young people indicated that they thought engaging in ETE would keep them out of trouble. Of those interviewed, only two individuals did not think that being in work would make a difference to their offending

lifestyles. Common responses to the question centred on the fact that ETE engagement would occupy their time.

You get into trouble when you've got nothing to do...not when you've got something to do. Then you think, well maybe I'll do that instead of getting into trouble.

(Nathan, 15 years)

Yeah I will stay out of trouble, 'cause I'm off the streets aren't I? I keep myself occupied.

(Martin, 17 years)

Its boredom isn't it? If you are out with your mates and you are bored, then you might get into trouble, but with labouring jobs you are doing physical work all the time and you have to try hard so you don't really have the time to get bored.

(Neil, 16 years)

Additional answers focused on ETE as an alternative means of obtaining money, as the following examples highlight.

Yeah I do think [ETE] will keep me out of trouble, because you're earning your own money so you don't have to go out and nick it for yourself.

(Brandon, 17 years)

If I could earn more, I wouldn't need to find illegal ways of getting it.

(Josh, 18 years)

The interview data also revealed that while the young people were confident that ETE engagement might prevent their offending behaviour, they were nevertheless aware of the practical difficulties they faced in altering their lifestyles. In general, the young people tended to feel that their peers were a commonly recognised influence, with nine individuals stating that their friends were likely to be a cause of inciting them to commit further crime. For eight young people within the sample it was also felt that their relationships with their peers might encourage them to stop attending ETE placements in order to continue participating in a criminal lifestyle. These findings are echoed by another recent YJB evaluation whereby young people interviewed also perceived barriers to their engagement in ETE, and one of the most commonly cited was 'mixing with the wrong crowd' (2006:55).

A further recognised problem was the influence of drug use on their behaviour. Nine young people thought that their reliance on drugs may entice them away from engagement back to a criminal lifestyle; with the money needed to support their addictions creating difficulties for keeping out of trouble. As explained in the following.

I wanted to sort myself out ages ago and get a job and that, but it was the drugs, 'cause going back on drugs means that you are back to where you began.

(James, 18 years)

I used to take pills like, with my friends and it might be hard if they were around again just not to get back into it.

(Todd, 16 years)

As such, it was evident that for many young people offending was inextricably linked to the other ongoing factors and influences in their lives. While individuals saw the benefits that engagement might have on their behaviour, they were also aware of the potential barriers to making this a realistic lifestyle change.

Taken together, the findings in this chapter suggest that even the most imaginative and best resourced KYPE schemes focusing on developing and assisting the ETE needs of these young people are always going to be up against both the wide range of complex problems that the young people face, as well as the negative and discouraging influences surrounding them. While the data suggests that many young people received additional support from KYPE-funded workers, and that this was of great support to them in their ETE activities, the outcomes that this entailed in the longer term were largely focused on setting young people up with the practical and motivational skills to take forward ETE engagement.

Summary of findings

The findings in the present chapter can be summarised as follows.

- Analyses of standardised ETE data routinely held by YOTs yielded some differences in the level of support received between those who were allocated a KYPE funded worker and those who were not. Notably the KYPE group were more likely than their non-KYPE counterparts: to have an ETE target set; to receive ETE intervention while on their order; and to have more ETE appointments.
- Follow-up data on the case studies highlighted that in the long term, the consequences of unauthorised absences, exclusion, offending behaviour and custodial sentences had a negative impact on the development of educational skills and experiences. As a corollary to this, it was also observed that interruptions to programmed ETE and frequent non-completion of courses disrupted and often ultimately sidelined the learning process.
- For many individuals the engagement process was a long, difficult journey that started well before the young person began attending a placement and continued throughout repeated attempts at ETE participation. In this sense for many individuals within the sample, ‘engagement’ might be best conceptualised not as a period of ongoing participation, but rather a series of continuously changing ETE experiences. This suggests that longer term support *beyond* the end of a statutory order might be beneficial to the young people within the target group.
- Of those 24 young people on whom data was available, the most common ETE situation for those in the community was unemployed, with 10 young people not engaged at the time of follow-up interview. Seven individuals were in some form of

ETE, and a further four were serving sentences in a YOI where they were also undertaking ETE activities. The remaining three young people were involved in intermittent employment doing 'odd jobs' or cash-in-hand work locally.

- While these recorded 'snapshots' of ETE situations serve to illustrate a particular outcome at one point in time, little insight can be derived regarding the overall impact of ETE without contextualising these experiences over a longer period. In doing so, individual case studies highlight that in addition to struggles to engage with ETE, the young people experienced a range of other ongoing difficulties including, continuous cycles of offending, drug use, peer influences, family and accommodation problems, and poor attitudes to ETE. This clearly demonstrates the challenging nature of the KYPE target group.
- Young people's reflections on KYPE suggested that the services may not have facilitated massive attitudinal changes towards ETE participation, nor directly impacted on their engagement with ETE. Nevertheless, when viewed within the context of the many barriers that the young people faced in attempting to engage, improved confidence and motivation could be seen as promising indicators of a more open attitude towards the prospect of engagement, as well as the suggestion that many young people felt they had been equipped with the skills to take ETE opportunities forward. It would also appear that in some cases the KYPE funding succeeded in fostering a series of learning experiences that, while reflecting the disjointed nature of the young people's lives, also demonstrated a degree of progression.
- Despite evidence of ongoing offending behaviour among the KYPE sample, in the long term, the overwhelming majority of young people felt that being in ETE would keep them out of trouble. Only two individuals did not think that being in work would make a difference to their offending lifestyles. Common responses centred on the fact that engagement would occupy their time and provide an alternative means of obtaining money. However, many young people were aware of the practical difficulties involved in altering their lifestyles; the most commonly cited were peers and addiction to drugs.

10 KYPE economic analysis

Introduction

If funding bodies such as the YJB are to be able to readily assess the impact of spending, it is important that economic analyses are attempted by evaluators. Economic evaluations are intended to give an indication of the merits of investing in a certain project or activity (Boadway and Bruce, 1984). As such, an economic evaluation is an appraisal technique by which the resources employed in the design and implementation of a project are weighed against outcomes achieved, where outcomes are generally defined in terms of a set of initial objectives. This chapter sets out the key areas of expenditure during the KYPE initiative, and links them with other findings within this report, which show how funds were utilised in ‘delivering’ KYPE. The economic evaluation used a combination of data sources to conduct a cost analysis for the 2005/06 financial year including:

- actual expenditure for 2004/05 and 2005/06, provided by areas covering both running costs and staff costs
- grant information provided by the YJB, outlining information on allocated monies in 2004/05 and 2005/06
- THEMIS data, also supplied by the YJB, provided an indication of the number of young people engaged in ETE within each area
- monitoring forms, completed by each area for 2005/06, indicating the throughput of young people contacted and/or worked with, for more than five hours by KYPE-funded staff.

Data provided from each area was cross-checked with the grant information provided by the YJB, to ensure that both data sets were consistent. Where large discrepancies (over £10,000) were found in the analysis, the evaluation team checked with the areas to ensure that information had not been omitted from the analysis.

This chapter is divided into a number of cumulative stages which detail the approach taken by the team over the course of the evaluation. The first section of this chapter lays out some of the requirements for cost-effectiveness and lists some important caveats which should be noted when interpreting the results of this analysis. In the next section, direct comparisons are made across areas for total costs and costs per person, generated by using actual expenditure information and THEMIS data. The third section compares areas again using data from both actual expenditure and area monitoring forms. Finally, a cost-effectiveness assessment is made across areas utilising data derived from actual expenditure, monitoring form data and the data derivatives.

Notes on cost-effectiveness analysis

Dhiri and Brand (2000) describe the aims of a cost-effectiveness analysis as being to establish the true cost of a project; to assess if the outcome achieved justified the investment of resources; to establish if the project was the most efficient way of achieving the outcome; and to examine how additional resources should be spent. Essentially therefore, the aim of this type of cost-effectiveness analysis in the KYPE project would be to ascertain which area produced the desired outcome of engagement in ETE by using the least amount of money.

General data caveats

In applying the above principles to the present project, it was important to bear in mind the variations between participating areas. A number of cautionary points were thus notable in relation to the cost-effectiveness of KYPE.

- Prior to KYPE funding, each area had access to a selection of ETE provision, and had varying numbers of staff employed to address ETE issues. These differing situations made the comparison of the areas a complex problem.
- The KYPE project only provided part of the funding areas received to enhance the re-engagement of young people into ETE provision. In addition, KYPE funding had no (or very little) impact on the availability of local ETE provision, as it was not intended to fund primary resources.
- It was clear that in some areas, KYPE-funded staff worked with young people from outside of the original target groups. Without a clear indication of exactly which young people accessed the resources it was difficult to measure any changes over time in the young people's ETE status.
- As outlined in Chapter 3, the new staff members employed with KYPE funds fulfilled a range of different roles across the areas. It was therefore problematic to assess the impact of other staff roles (such as administrative and managerial activities) on frontline delivery. In addition, some areas used KYPE funding to continue the employment of existing members of staff, meaning that it would not have increased resources at all.

In summary, while the freedom to develop models based on the individual needs of areas may have encouraged the development of innovative practice, the wider the variety of methods of delivery utilised, the more difficult it was for the evaluators to compare performance across the areas. The various delivery approaches entailed different uses of resources and consequently different cost structures. As such, a cost-effectiveness analysis was likely to only capture some of these differences.

It is also worth noting that for an ideal cost-effectiveness analysis, the full costs incurred by a project would be examined. This would include an assessment of costs for shared resources. For example, if KYPE staff members were based in a YOT, Connexions office or YOI this would incur a certain cost, which may be paid out of a different budget. Unfortunately, it was not always clear from the financial data provided by KYPE areas if

the figures included cover the true costs of these resources. While the reliance on the financial data provided by areas was a limitation of this particular analysis, this problem is one which is commonly faced by evaluators undertaking similar analyses (see Stockdale, Whitehead and Gresham, 1999).

Comparison of total costs and costs per person

The first step in building a cost-effectiveness analysis of the KYPE project involved collating and comparing the total costs across areas and the cost per each young person in ETE (the latter derived from THEMIS). Phase 1 of this project reported a cost-comparison for the eight frontrunner areas. This activity explored the costs of recruitment and running costs, and compared allocated funds with total expenditure (Haslewood-Poscik et al, 2004:65-68). Table 10.1 below outlines a comparison of costs in all 13 areas for the 2004/05 and 2005/06 financial years. What is immediately apparent is the wide variation between areas in terms of their overall expenditure. In 2005/06 the most expensive scheme (Greater Manchester) spent £551,233, while the least expensive (Tyne and Wear) spent £161,254.⁸³ This wide disparity in expenditure is a reflection of both differences in the size of areas as well as variations in how funding in each area was utilised.

Total expenditure was used as a measure of efficiency by investigating the cost per young person in ETE in 2004/05 and 2005/06. Table 10.1 provides the cost per young person in ETE for these years,⁸⁴ and indicates that Merseyside had the lowest cost per person in 2004/05. However, this total was much higher in the following year as Merseyside's costs increased by 70% in 2005/06. Only Central London, and Birmingham and Solihull, retained the same ranking across the two years (see columns five and nine). All of the other areas varied, although most changes showed an increase in the cost per person across the two years.

The issue of attrition was important in this analysis. Although the cost per person was a good indication of the relative economic position of each area, some areas suffered from attrition more than others. If attrition was the same across all areas, then the ranking of areas would remain the same between the two yearly costs per person. Therefore, the cost per person would itself indicate effectiveness, on the basis of use of resources. As is pointed out in Chapter 7, however, YOTs do not control their intake of young people year on year. Rather, those decisions lay in the hands of the police, the courts and ultimately the young people themselves. As a result of this, the cohort of young people included in

⁸³ It was apparent from the proposals that most areas were also engaged with other projects, and were also in receipt of other funding. In fact, two area proposals (Lancashire and Merseyside) disclosed that they would receive matched funding based on their KYPE grant, while four other areas (Central London, South Wales, West Yorkshire and Wessex) reported in their proposals they would receive redirected funding from elsewhere. Unfortunately, as it was not known how many areas received additional funding, this information could not be included in the effectiveness analysis at the end of this chapter.

⁸⁴ This was calculated using the numbers of young people in the community and custodial populations only.

the sample would undoubtedly have changed over the course of a year; although they were likely to be similar on a number of characteristics, it is possible that their specific ETE needs were very different. In addition, changes in ETE cohorts may have been due to factors external to KYPE, for example other ETE initiatives in the local area.

This, as Table 10.1 indicates, had an impact on the cost per person in some of the areas. For instance, Wessex was ranked sixth on cost per person in 2004/05, with an intake of 583 young people that year. In the following year, however, Wessex's intake dropped to 198 young people, so the overall costs for the area increased, resulting in this area being ranked 13th in 2005/06.

Table 10.1 Comparison of total costs across KYPE areas (alphabetical ranking)

Area	Total spend 2004/05	Number of young people in ETE 2004/05	Cost per person 2004/05	Cost per person 2004/05 rank	Total spend 2005/06	Number of young people in ETE 2005/06	Cost per person 2005/06	Cost per person 2005/06 rank
Birmingham and Solihull	£296,770	1,095	£271	2	£273,898	854	£321	2
Black Country	£150,766	397	£380	10	£227,204	475	£478	4
Central London	£146,790	509	£288	3	£180,665	441	£410	3
Greater Manchester	£550,410	1,146	£480	11	£551,233	1017	£542	5
Lancashire	£186,754	566	£330	7	£217,487	246	£884	11
Merseyside	£96,380	490	£197	1	£326,749	417	£784	9
South Tees	£68,458	230	£298	5	£222,948	234	£953	12
South Yorkshire	£110,336	372	£297	4	£253,099	333	£732	8
South Wales	£155,136	441	£352	8	£311,524	442	£705	7
Tyne and Wear	£188,707	514	£367	9	£161,254	573	£281	1
West Yorkshire	£393,999	681	£579	12	£395,234	617	£641	6
Wessex	£177,570	583	£305	6	£192,770	198	£974	13
West Country	£140,100	174	£805	13	£164,236	207	£793	10

In considering the findings in Table 10.1, it was important to establish if the measurement of any progress in ETE was valid in terms of economic outcomes. In the related field of educational effectiveness, research has found ‘no strong or systematic relationship between school expenditure and student performance’ (Hanushek, 1986:1162). As such, economists in this area now measure effectiveness using more complex models which consider, such as, psychological attitudes (e.g. young people’s attitudes and expectations), school status (e.g. if the school is perceived to be high achieving) and school leadership (Teddlie and Reynolds, 2000). In the light of the findings above, it would be erroneous to suggest that the changes described here in relation to engagement in ETE were entirely dependent on the work undertaken by KYPE-funded posts. Indeed, there may have been other micro and macro level explanations for changes within areas.

Overall, this analysis offered a very broad comparison of areas using aggregate data. The principal limitation of using THEMIS data for cost comparisons for this research was that these data related to aggregated YOT-wide data, and included young people who may not have worked with KYPE-funded staff. In addition, as noted elsewhere the monies from KYPE made up only a proportion of the overall ETE budget available to YOTs, and were therefore not a true reflection of the actual cost per person. However, it was useful to conduct these analyses to highlight the deficiencies of such broad-based comparisons of YOTs, thereby showing that comparisons should be made using local level data directly relevant to the project.

Cost comparisons using monitoring data

With the data limitations in the previous section in mind, alternative sources of data were sought in the second stage of analysis. This allowed for more direct comparisons to be made between areas. These comparisons were based upon information other than aggregate data directly relevant to KYPE. The analysis was carried out to provide a more realistic idea of how KYPE funds were spent in each area, and how the areas compared on a number of different measures to those described in the previous section.

Data sources

The data used for these comparisons were a combination of the financial data supplied by areas and the YJB, and monitoring data also returned by areas. As outlined in Chapter 3, monitoring forms were introduced by the YJB to examine the implementation and delivery of the KYPE-funded services over the course of the project. One aspect of this form included a quarterly update sheet which was intended to provide figures on five categories:

1. the number of young people contacted by KYPE-funded posts in that quarter
2. of those contacted, how many had been engaged for five hours or more with KYPE-funded staff
3. a running total of those contacted
4. a running total of those worked with

5. an indication of attrition (in terms of how many young people stopped working with areas).

Overall, the data returned by areas for the first two categories were complete, with robust information for most quarters. In these categories, KYPE-funded staff recorded all of the young people they had seen, including those outside the target group of DTO and ISSP cases. This provided an indication of the diffuse benefit of funding these sorts of positions: while staff in most areas seemed to have a clear remit, they were also contacting and working with more young people than included in the target group.⁸⁵

With regard to staffing levels, it was decided that as the number of staff within areas tended to fluctuate, often quite rapidly, a reference quarter (October to December) from the 2005/06 financial year would be used as a baseline for the number of frontline staff available. Choosing this timeframe allowed the second year cluster areas time to become more established, and enabled them to adequately staff their teams. Where previous interviews or other information were available, data were cross-checked to examine the staffing problems areas had experienced so that a more accurate picture of the ‘true’ staffing levels throughout this year could be ascertained.

Monitoring form data caveats

In order to use the monitoring form information to conduct a financial analysis, the evaluation team had to make some assumptions about the data provided by staff. First the ‘number contacted’ (see Table 10.2, below) represented all the young people contacted by KYPE-funded frontline staff in the period being examined, and not just those within the target group of ISSPs and DTOs. Second, where frontline staff were recorded as being 0.5 full-time equivalents, areas did not specify whether this meant the person in post was working part-time or whether only half of the funding for the post came from KYPE. This meant that the figures reported for these posts may have represented only half of the number of young people contacted (if they had been reporting only those contacted during the KYPE-funded period of their employment). Alternatively, these figures may have represented all of the young people contacted irrespective of how the staff member’s post was funded. For the purposes of this analysis however, it was assumed that all young people were contacted in KYPE-funded time only. Finally, if an area had two 0.5 full-time equivalent staff employed, these were added together to give a total number of full-time staff.

A similar assumption was made with regard to the use of sessional staff by areas. It was unclear from the proposals how many hours sessional staff spent working with young people. To allow this to be quantified, and in the absence of an accurate means to record staff working hours, it was assumed that four sessional staff equated to one full-time staff

⁸⁵ Different interpretations of categories three and four (above) meant that these data could not be used in the analysis. Attrition data – category five – were also reported infrequently and inconsistently, and as a result was excluded from the analysis.

member in terms of the number of hours worked (i.e. two hours per sessional per day). Again, however, this may over or under-represent staff within some areas.

It should also be noted throughout this section that it was anticipated that the chosen model of delivery adopted within each area – EPS, SAS or Hybrid (for a full discussion see Chapter 3), would exert an influence over figures, such as the number of young people contacted and/or worked with (and the subsequent cost). Thus the principal comparisons would be ‘like with like’. In addition, both the size of the geographical area covered by KYPE-funded posts and whether or not a PA was based in a YOI may have influenced the ability of areas to work with young people directly.

Comparing areas across measures

Table 10.2 reports raw data on the number of young people contacted in the 2005/06 financial year. The data indicate that Lancashire contacted 405 more young people in the 2005/06 year than the next area, Manchester. When the third column in the table (number of PAs working in YOIs) is considered, it is apparent that the areas with the highest levels of young person contact have PAs in YOIs. An obvious reason for this trend is that young people in custody are a ‘captive audience’, and as such the possibility of direct contact is thus increased. Table 10.2 also suggests that the total number of frontline staff available in each area does not appear to be a factor in how many young people were contacted.

The second set of data available from monitoring forms was the number of young people engaged with KYPE-funded staff for five hours or more (column six in Table 10.2). The arbitrary minimum of five hours may have been too high to accurately reflect the amount of one-to-one work being completed by KYPE-funded practitioners, as some young people may have attended numerous shorter sessions over an extended time period which were less than five hours and thus not recorded. However, it nonetheless provides an indication of the number of young people receiving intensive support from staff and allows for a comparison to be made across areas. Table 10.2 shows both the raw data of young people worked with for five hours or more across areas and the corresponding rank (one through 13). The same assumption made in terms of accurately reporting the number of young people contacted applied here. In addition, it was assumed by the evaluation team that the figures in columns two and three were not mutually exclusive, and that those worked with were also those contacted.

The findings indicate that the top two areas (Lancashire and Greater Manchester) were the same as in the previous table. However, when calculating the percentage of those young people contacted who are later worked with, the rankings change. Manchester remains high in the ranking, with a ‘conversion’ rate of 63% from ‘contacted’ to ‘worked with’. This compares to just 15% for the Black Country, and West Yorkshire, which has the highest conversion rate overall (74%).

Working from the assumption that those young people who were ‘worked with’ were also those ‘contacted’ allowed some indication of staff effort to be calculated. The percentage given in column six of Table 10.2 was used to inflate the numbers of young people contacted (e.g. to estimate how many young people could have been contacted in that

area had the direct, more intensive one-to-one work not taken place). Column seven shows the result of this calculation.⁸⁶

⁸⁶ For example, in Birmingham 393 young people were contacted. Of these, 32% were eventually worked with for five hours or more. The scaled up contact figure is calculated as: 393 multiplied by 1.32, which equals 519.

Table 10.2 Numbers of young people contacted and worked with (alphabetical ranking)

Area	1. Model	2. Number of frontline staff	3. Number of PAs in YOI	4. Number of young people contacts	5. Young person worked with >5 hr	6. % intensive contacts	7. Scaled up contacts	8. Scaled up rank
Birmingham	Hybrid	5.5	0.5	393	125	32%	519	11
Black Country	SAS	3		627	97	15%	721	9
Central London	EPS	4.5		362	130	36%	492	12
Greater Manchester	EPS	6	x5	1,044	656	63%	1,702	2
Lancashire*	EPS	5	x1	1,449	685	47%	2,130	1
Merseyside	SAS	3		456	215	47%	670	10
South Tees	EPS	15.5		285	84	29%	368	13
South Wales	SAS	3.5		745	421	57%	1,170	5
South Yorks	Hybrid	12.5		508	300	59%	808	7
Tyne and Wear	SAS	5	x1	612	313	51%	924	6
West of England	EPS	5.5	x2	982	416	42%	1,394	4
Wessex	SAS	14		496	299	60%	794	8
West Yorkshire	Hybrid	16	x2	845	629	74%	1,470	3

* Lancashire actually had five PAs (and one manager) in Lancaster Farms YOI but were only recording what one staff member did on the monitoring forms. However, it can be realistically assumed that more of their time would have been available because of the support they received from the other PAs within the YOI.

‘Value for money’ across KYPE areas

Using information from the range of available data reported in this section, a further cost comparison could be made between the cost per young person contacted; the percentage of young people contacted who were then worked with for five hours or more; and the total expenditure on frontline staff per area (derived from actual expenditure for 2005/06). The question was whether those areas which used most funding also provided more face-to-face contact, more intensive contact, and a lower cost per person. The results of these analyses are shown below in Table 10.3.

The cost per contacted young person was calculated using the scaled contact measure, which gives areas credit for completing face-to-face work. The percentage of young people contacted who are eventually worked with was taken from Table 10.2 (column six). It can be seen that those areas which had the highest or lowest cost per person (respectively South Tees, and Tyne and Wear) did not necessarily do well across other measures. An overall estimate of ‘value for money’ could be gained by comparing the scaled cost per-person contacted rank (column four) with the average contact rank (column eight). Areas which scored highly in both ranks delivered better value for money as they contacted and worked with more young people at a lower cost. On this basis, Lancashire offered the best value for money overall, while South Tees offered the least.

It is worth noting that the model of delivery may have an impact on these outcomes, so comparisons should only be made within the typologies presented in the column marked ‘delivery model’ (see Chapter 3 for these model definitions). Given these variations, it would not make sense to compare areas with different model specifications as one would expect a difference between an area which spent the majority of its funding on practitioners, and another which spent equal amounts on practitioners and managers. It should also be remembered that there are variations within each delivery model. As noted in Chapter 3, the SAS model did not necessarily mean that 50% of funding was spent on both practitioners and on managers; rather in some cases it was clear that the largest percentage of funds was used on frontline staff. Finally, external factors specific to individual areas such as delays in areas implementing funding must also be considered as a potential influence on these differences.

Table 10.3 KYPE 'effectiveness' metrics (alphabetical ranking)

Area	Delivery model	1. Total spent on frontline staff 2005/06	2. Rank of total spent on frontline staff 2005/06	3. Scaled cost per person contacted	4. Rank of scaled per person cost	5. Percent of young people worked with >5hrs	6. Rank of intensive contact	7. Rank of scaled up contact	8. Avg contact rank
Birmingham and Solihull	EPS	£147,531	9	£285	11	32%	10	11	7
Black Country	Hybrid	£135,442	7	£187	8	15%	12	9	7
Central London	EPS	£148,614	10	£302	12	36%	9	12	7
Greater Manchester	SAS	£302,753	13	£178	7	63%	2	2	1
Lancashire	EPS	£113,389	3	£53	2	47%	7	1	2
Merseyside	SAS	£133,335	5	£199	10	47%	7	10	6
South Tees	SAS	£155,180	11	£421	13	29%	11	13	8
South Yorkshire	Hybrid	£141,860	8	£122	5	57%	5	5	3
South Wales	SAS	£96,770	2	£120	4	59%	4	7	4
Tyne and Wear	SAS	£41,529	1	£45	1	51%	6	6	5
West Yorkshire	EPS	£134,000	6	£96	3	42%	8	4	5
Wessex	EPS	£128,425	4	£162	6	60%	3	8	4
West Country	Hybrid	£290,836	12	£197	9	74%	1	3	1

* This is calculated by averaging the ranks in columns six and seven and creating an alternative rank from one to eight with the possibility of equal placements (e.g. three areas are ranked seventh overall).

Overall 'value for money' of KYPE areas

While the measures presented in the previous section allowed the evaluators to draw some tentative conclusions about how areas performed, it is useful to remember that the data used are not ideally suited to the calculations presented above. Recording practices within areas and the availability of data, influence the reliability of data presented. In addition, the evaluators had to make a number of assumptions about the data, principally relating to their quality and the extent to which they could be accurately compared. Within the specific context of this project, four other factors also appear to exert an influence over these results and thus deserve more consideration.

First, the model of delivery appears to have an effect on the outcome of this analysis. One would expect the overall numbers of young people contacted and/or worked with to be much higher in the areas where an EPS model was applied. Adopting this approach ensured that more people could work on the frontline of services, seeing greater numbers of young people face-to-face. By contrast, in the Black Country for example, where an SAS model was applied, resources were divided between frontline and strategic resources. While this area introduced a number of ideas and best practice initiatives, fewer resources were used in direct face-to-face work with young people, and more time was spent brokering placements or arranging ETE provision.

Second, employing a PA based in a YOI appeared to be important. This had obvious advantages in terms of accessibility and opportunities for working face-to-face with young people. Those areas which did have YOI-based PAs recorded the highest levels of contact with young people overall (even if this did not necessarily equate to a better cost-per person).

Third, as previously discussed, the level of contributions made by partner organisations also influenced the expenditure figures used in Table 10.3. This was particularly so if numerous posts were only part-funded by KYPE (leading to an over-estimation of the total number of full-time staff achieving the same output). For instance, Lancashire only recorded one staff member as being based in a YOI, but in reality a whole team of workers had been introduced to work with young people in custody. While this did not influence the figures reported on the monitoring forms (as they only reported for the one individual), it did mean that the results may have been skewed by the organisation of that team. The additional benefit of having a support network available (in terms of both other comparable post holders and administrative support inside the YOI) cannot therefore be understated.

Finally, staffing levels also had an impact on the results of calculations made in earlier sections. For instance, the two areas which performed worst overall on the economic measures (i.e. South Tees and Central London) suffered from severe and prolonged staff shortages and long-term difficulties with recruitment/retention. This meant that when these areas were compared to others which implemented the same model (EPS), their overall level of service was, at least during the period being reviewed, fairly poor.

However, it should nevertheless be remembered that while the models presented here are useful for analytical purposes, they do not convey the complexity of the services being offered to young people. That areas differed according to the measures outlined in this chapter masks the fact that, as the rest of this report has highlighted, the level of service provided to young people relied primarily upon the skills of the practitioners, combined with levels of already established ETE resources, and the structure and organisation of project implementation.

Summary of findings

The findings from Chapter 10 can be summarised under the following bullet points.

- Cost comparisons made between KYPE-funded areas using economic measures such as overall expenditure, cost per person and a range of metrics generated from local level data, aimed to provide an idea of relative ‘value for money’ between areas. There was wide variation in terms of overall expenditure however, in line with the aim of funding specific roles; the majority of expenditure was on staff costs.
- Data provided by area monitoring forms allowed a number of comparisons to be made relating to the number of young people actually contacted by KYPE-funded posts and those eventually engaged in face-to-face work within each area. The area with the overall highest ranking on the measures used was Lancashire, which adopted an EPS model. This finding is consistent with the research team’s summary of the frontrunner’s organisational structure and successful implementation.
- The specific model of delivery (i.e. EPS, APS and Hybrid) and the presence or absence of a PA in a YOI, appeared to be the two biggest influences on the measures presented in the economic analysis. However, the data available to the team limited the extent of analysis possible and, therefore, that one area performed well on the measures adopted belied the fact that the comparisons of cost included in the analysis came with a number of caveats about comparability and external factors. It should also be remembered that the grouping together of areas for analytical purposes does not always accurately convey the complexity of the services being offered. Ultimately the level of service provided to young people relied primarily upon the skills of the practitioners, combined with levels of already established ETE resources, and the structure and organisation of project implementation.

11 Conclusions

This final chapter draws together the findings detailed throughout this report, in order to highlight the main themes of interest to arise from the project. In doing so, it is useful to return to the three key aims that the evaluation team sought to address from the outset. These can now be examined in turn.

Measuring effectiveness in placing young people who offend in ETE

In undertaking an evaluation of the effectiveness of KYPE, it was important to firstly identify the key issues influencing an understanding of the initiative. As detailed in Chapter 2, KYPE was essentially established as a funding stream, providing monies for a range of initiatives rather than one specific programme. With such wide-ranging scope for the utilisation of funds, coupled with the fact that KYPE provided only part of the ETE resources used by areas, improvements in the successful engagement of young people could not be solely attributed to the project. Any ‘outcome’ based findings, for example, numbers of young people attaining ETE engagement, was therefore not a reliable measure. It was further evident that this would provide little in the way of understanding the processes through which services had been established.

Research evidence promoting insights into the features and approaches of effective practice has to date been rather limited. While in the present report it was possible to identify differences in the level of support received between those who were allocated a KYPE funded worker and those who were not (for example; to the extent that the KYPE group were more likely to have ETE targets set; to receive ETE intervention while on their order; and to have higher numbers of ETE appointments), provided little insight into the ways in which the young people responded to the assistance. The evaluation therefore sought to move the focus away from quantified definitions of effectiveness, to explore the key aspects of project implementation and the extent to which specific roles and resources influenced the process of engagement. In this sense, effectiveness was mainly conceived of as an exploration of the abilities of areas to work with young people to increase their chances of accessing and participating in ETE provision.

Central to this was the role of managers and practitioners. As the interview data has highlighted, on a strategic level many staff developed innovative strategies to improve young people’s access to a range of provisions, and forged links with other agencies through meetings and the development of agreements and protocols. This emphasised that positive relationships were vital to an improved and more effective working environment at both a managerial and an operational level. Yet beyond the ETE information projects accessed, and the successful establishment of communication networks between agencies and providers, the key factor which remained was the means by which staff individually sought to motivate young people to consider participating in

ETE activity. As such a more accurate measure of ‘effectiveness’ of resources might come from the experiences of the young people themselves.

The interview data revealed that it was one-to one support work from their mentors and PAs that the young people found to be most effective in assisting them to prepare for ETE. This emphasis on preparation is crucial, as for many young people full time engagement was not a realistic outcome. Those who received KYPE services were extremely disadvantaged, both in terms of their educational background and their previous offending behaviour. As such, in many instances it was ETE information, along with improved social and practical skills, which were most needed to help foster initial integration into a working environment. Within the relatively short timescales that the staff had to work with young people, these constructive and useful skills were, in the majority of cases, gratefully received. Most young people felt that staff encouragement and support in approaching ETE engagement had been helpful in motivating them to try new options that they may not have previously considered. As such, the interviewees overwhelmingly recognised the benefits of the help they had received in altering their attitudes towards ETE.

Of course the difficulty in developing an understanding of effectiveness by drawing on the perspectives of individuals means that ‘preparation for engagement cannot be quantifiably measured by areas. This issue was recognised by a number of staff, whereby it was generally felt that ‘engagement’ as a pure measure of ETE attendance was not always a fair reflection of the successful work that was carried out with the young person in the other areas of their lives. As outlined in Chapter 1, a review of the literature on engagement suggests that while attendance in ETE is undoubtedly measured in behavioural terms through participation and attendance (Steinberg, 1996), the concept extends beyond this to encompass the emotional and cognitive aspects, focusing on the psychological and motivational efforts involved (Finn and Voelkl, 1993; Newmann, Wehlage and Lamborn, 1992). Within this broader definition, the importance of the young people’s attitudes towards ETE can also be recognised as a fundamental component of participation. This enables a more qualitative approach to an understanding of the effectiveness of resources to engage young people within the target group.

In addressing the first evaluation aim therefore, it is apparent that one-to-one practices were held in high regard by young people and deemed to be an effective and helpful way of tackling many of their needs. The breadth of work required in addressing their ETE problems further highlights the benefits of employing a longer term strategy that may be effective in addressing both behavioural and attitudinal needs over time. Utilising one-to-one work beyond the end of the young person’s statutory sentence might be one potential means of extending the available support and promoting a more longitudinal provision of services.

While perceived as a useful resource, at this time there is however no evidence to suggest that the use of PAs and mentors is an all-embracing effective ‘answer’ to dealing with the multiplicity of problems the young people face nor a means of facilitating their longer term ETE engagement. Nevertheless, while sustained engagement might be lacking for

the vast majority of young people within the KYPE sample, the case studies highlight particularly well the ways in which young people were able to access a range of provision and courses as a direct result of the efforts of both managers and practitioners.

Key components, approaches and practices

Having established that KYPE areas made some progress in their attempts to work effectively with young people, it is necessary to break this down to examine the specific approaches and practices that contributed to the overall successes of the staff working within the areas.

Traditionally, the ‘what works’ literature has been based on a cognitive-behavioural understanding of programmes; developed upon evidence-based findings and a need to ensure effectiveness of service delivery (e.g. Andrews et al, 1990). However, as outlined in the previous section, the present report has sought to move away from this narrow understanding of practices. In the case of KYPE, undertaking this activity involved a focus on the process of establishing resources, as well as learning about the activities undertaken during the delivery of services. The KYPE project has aimed to gather a body of qualitative findings to highlight the approaches that seem to ‘work’ for those at the frontline of services, the young people and their KYPE-funded staff. In doing so, a detailed exploration of individual perspectives was undertaken and the following key approaches and practices identified as important learning points. In particular, the evaluation noted the need for:

- a well-planned, cohesive framework for the implementation of resources and recognition of the benefits of longer term funding
- the provision of one-to-one, holistic support work with young people
- integrated services and positive networks of inter-agency communication.

Implementation of resources and funding issues

In examining the activities conducted in the early stages of the project, the emphasis was on learning about the conditions which affected the implementation of the initiative. It was evident that during the initial setting up of the projects, a range of difficulties impacted upon the quality and the effectiveness of the services that could be offered. In particular, staff struggled with a lack of adequate office resources, confusion among co-workers over their roles, and inadequate management structures.

Assessing the precise level of resources that areas had in place prior to the KYPE funding was not possible within the framework of the study, it nevertheless became evident that where areas had already established some degree of provision, and where a clear implementation strategy had been planned that could support the new resources, the process of integrating KYPE services was far easier. This was regardless of the overall model of approach to implementation that areas adopted.

The establishment of KYPE was further hampered by short timescales for implementation and in many cases, a lack of a common set of objectives among practitioners and managers. Interviewees thus drew upon their experiences to suggest that in future, longer timescales for implementation and a planned, cohesive working strategy would be vital to ensure the establishment of a framework within which to begin implementing resources.

A further common difficulty for all areas during the early phases of the project was the insecurity of continued funding. The year on year nature of the project and the difficulties in planning an overarching strategy from the outset impacted on the abilities of staff to provide a cohesive service. Central to this issue was staff turnover. Throughout the project, many staff were faced with the difficulties of an uncertain future regarding their posts and in many cases as a direct result of the short-term funding, they moved on to find greater job security. The continuous fluctuation of staff numbers and movement had obvious implications on the abilities of KYPE to work intensively with young people; particularly where the establishment of close working bonds with these individuals was paramount to the successes of the roles (see below). As such, it was felt that longer term funding would have been extremely beneficial to the overall implementation and the delivery of KYPE services.

One-to-one, holistic support work with young people

Findings from the interview data highlight specific approaches and practices adopted by frontline staff as crucial to the success of KYPE. Recent studies into mentoring have found that within the working relationship, it is the quality of the partnership that develops between the two parties which is of paramount importance (Young Minds, 2006; Foster, 2006). Within the wider criminal justice research, similar findings have been reported, for example, Rex (1999) found that probationers who were perceived as 'active and participative' were central to facilitating changes in behaviour. Burnett (2004) echoes this point, arguing for a need for inter-personal, supportive, one-to-one work in order to interact and respond to the individuals being worked with.

Within the KYPE project, it was apparent that the majority of staff took up precisely the kinds of roles identified in the literature. Regardless of their position as mentor or PA, common to the working approach adopted was an emphasis on a one-to-one relationship, where staff could be responsive to the young people's needs. Furthermore, staff promoted a person-centred and empathetic approach, with a move to empower the young person to take an active role in discussing and planning their futures. In undertaking these roles, practitioners sought to implement holistic support, addressing not only ETE needs, but the many personal difficulties that the young people faced (e.g. drugs and accommodation issues, family problems).

Considering the usefulness of these roles however, raises issues about whether a more beneficial position in the long term might be for staff to be less predominately identified with the Criminal Justice System and so able to provide more mainstream support. Indeed, many staff within the KYPE initiative occupied a unique position in terms of the non-statutory role that they adopted. The majority of practitioners perceived their roles as

‘confidants’ and saw the establishment of a relationship of trust as central to their positions. The very fact that these individuals were able to avoid ‘enforcing’ behaviour and focus on supporting and advising the young people was perhaps central to the success.

This is supported by the views of the young people, the vast majority of whom welcomed a relationship based upon openness and communication. Individuals tended to perceive their worker as external to the YOT and someone with whom they could talk openly, without fear of direct reprisals or punishment. Regardless of staff background, their training and their ETE knowledge, for the young person it was essentially about having someone who could relate to their situation and who would listen to their problems without attempting to judge their actions. Furthermore, in many respects, for young people with a range of needs this provided one point of continuous support and contact within their otherwise chaotic lives.

While this might be a future point of consideration, it was nevertheless evident that within the context of the present project, the aim of staff was to undertake these practical activities while responding to local needs and gaps; utilising their roles to ‘fit’ within the range of other ongoing ETE work carried out by staff. The qualitative and cost effectiveness data further reveal that those areas which appeared to be making real progress with young people were those that invested most in trying to get committed and knowledgeable staff working directly alongside individual young people to provide intensive and focused guidance and support.

Integrated services and positive networks of inter-agency communication

On a strategic level, the findings revealed that from an early stage in the project, managers sought to develop protocols, establish membership on steering groups, and promote a commitment to multi-agency working. The early difficulties of implementation, outlined above, arose in part from a lack of communication and understanding between agencies. Moreover, many of the difficulties that staff encountered in their daily practices resulted from an inability to affect inter-agency working relationships and data sharing in the early phases of the project. In particular, attempts to improve the flow of information and to ‘bridge’ the services for sentenced young people within the YOIs and YOTs was of particular importance in developing a cohesive service and this report has outlined examples of the innovative localised solutions that many managers devised to these problems.

Yet, establishing working relations was not the sole aim of managers. On an operational level too, many practitioners played a role in improving basic communications between the different agencies. Common to many of the frontline staff roles was the undefined and essentially flexible nature of the roles, enabling individuals to establish their positions to complement the wider education-based work being carried out in the YOTs and YOIs. This also led many individuals to see their posts as ‘the glue’; linking established services and organisations by enhancing communication and ETE knowledge.

Overall, the interview data highlight the range of difficulties that arose where insufficient integration and communication existed. As such, it was apparent that the set up of these networks of support was vital for the successful establishment of an initiative such as KYPE. There was however a great deal of evidence that managers and practitioners across areas had worked hard to ensure that the important foundations for the delivery of effective communication and service delivery were in place. This highlights that a strategic framework was needed to support the one-to-one work on the ground.

Contributing to the ETE knowledge base

In order to attempt to ‘capture learning’, the evaluation team gathered a range of quantitative and qualitative data over the course of the evaluation. In doing so, evidence of emerging good practice within KYPE-funded areas has been detailed in the relevant chapters. On a local level it is hoped that many of these practices can be utilised to further ongoing work and to continue to address local issues and problems. On a wider research and policy level, the literature review at the start of the report suggested:

- a recognised need for the improvement of support services that assist young people who offend into ETE
- the enhancement of the range of provision, and the integration and co-operation of organisations in promoting access to that provision
- the development of co-ordinated working practices and multi-agency strategies.

In order to assess the potential impact that the KYPE project may have on the wider ETE knowledge base, it is useful to revisit these themes.

The improvement of support services

The KYPE findings support the view that on an individual level, young people within the target group were severely disadvantaged and demonstrated a lack of basic skills and educational qualifications, frequently coupled with poor attitudes towards ETE. As the wider literature has also noted, these problems tended to stem in part from the young person’s negative attitudes towards their educational ability (YJB, 2006) and their previous negative experiences of ETE (Foster, 2006; Stephenson, 2005). In the light of these difficulties, research has suggested that engaging and sustaining young people who offend from the target group in ETE could be highly problematic. This was again evident within the present evaluation. Indeed, while the project itself might have suggested an examination of the importance of keeping young people engaged, in reality it was clear that the main focus of staff efforts was about the process of *facilitating* engagement, with few young people maintaining their ETE placements for any period of time.

Research has suggested that central to addressing many ETE issues is the role of well qualified and dedicated professionals who can provide the intensive support needed to facilitate change. Chapter 9 highlighted that those young people deemed in need of ETE support were successfully targeted by KYPE-funded workers and subsequently received more assistance and face-to-face contact as a result of their endeavours. Furthermore, this

chapter has emphasised that the KYPE project also placed great importance on developing one-to-one provision. Within the context of this support, research findings further suggested the need for staff to help the young people develop self-belief and the confidence, motivation and experiences to engage (Hodgson, 2002; Taylor, 2000; Trotter, 1999; Foster, 2006). The evidence of staff involvement in the facilitation of engagement is apparent throughout the present report in this regard and supports the finding that ongoing intensive support and encouragement might be a substantial factor in strengthening attachment to learning and in encouraging initial participation.

The detailed case studies further show that in line with earlier reports stressing the need to adopt a holistic approach to address welfare issues alongside ETE (YJB, 2006:9), KYPE-funded workers dealt with a whole range of emotional and behavioural issues that arose in the young people's lives. Most importantly perhaps, satisfaction with the resources were also widely noted. While the findings in the present study are derived from a relatively small sample of young people, similar findings are supported in the wider literature regarding the perceived benefits of staff roles, such as PAs (Joyce and White, 2004) and mentors (Newburn and Shiner, 2005; Young Minds, 2006; Foster, 2006). However, given the limitations of a study of this nature, there is undoubtedly a continued need to undertake further research into local initiatives to explore staff and young people's perspectives, as well as the views of ETE providers and agencies in facilitating ETE engagement. For at the current time, what we perhaps continue to understand least are the precise ways and means by which ETE engagement and progress might help to reduce the motivation to continue to offend.

The enhancement of the range of provision, and the integration and co-operation of organisations in promoting access to that provision

At a strategic level, a central task of KYPE-funded managers was to locate and work effectively with ETE providers. The problems of accessing suitable ETE provision for young people who offend have previously been identified in the literature (Audit Commission, 2004; Moore et al, 2004; SEU, 1999). From the very outset of the KYPE project, there was thus a need to ensure that adequate systems and partnerships were in place in order to ensure that the quality and quantity of ETE provisions could be improved. The interview data again provided a wealth of information into the ways in which staff sought to address these issues. Primarily, the main barriers identified by staff related to provider attitudes, conflicting outcome targets within partner agencies, and the practical constraints of accessing provision. While many of these difficulties have also been recognised in the literature (e.g. YJB, 2006; YJT, 2006), few, if any, initiatives have sought to address in such innovative and wide-ranging ways the problem of accessing ETE provisions. While many managers and practitioners reported successes in increasing provision and in raising awareness of their projects within their local areas, the study nevertheless highlights the ongoing efforts needed to sustain this progress and the efforts of a number of individuals in attempting to improve young people's access to a range of quality provisions.

The development of co-ordinated working practices and multi-agency strategies

The literature further suggested that successful strategies to enhance disadvantaged youth included the need for well co-ordinated partnerships, and multi-agency approaches (Morris, Nelson and Stoney, 1999), along with good communication, co-ordination and joint-working between agencies (Foster, 2006; YJB, 2006). In particular, the need to establish the ease of transition during the young person's move from custody to community was also widely recognised (Morris, Nelson and Stoney, 1999; YJB, 2006), with evidence of poor communication and information flows between YOIs and YOTs (Foster, 2006).

Despite evident early implementation difficulties, this report provides evidence that managers and practitioners did attempt to address these issues; identifying the problems on a local level and employing strategies to try and deal with them. In many cases, successful steps forward were made and new and innovative ways of promoting communication and information-sharing were evident within and across some areas.

The future for KYPE

While the previous section outlined how KYPE both supports and contributes to the ETE knowledge base, it is also important to consider the potential future for the resources developed through the project and the lessons learned from the initiative. While KYPE started out as a partnership project between the YJB and Connexions, ongoing changes within Connexions has seen the gradual integration of the organisation into a wider range of services at a local level. Following the *Youth Matters* Green Paper (DfES, 2005b), it was anticipated that Connexions services would devolve to local authorities, working through children's trusts, and commissioning their services to a wide range of organisations. Furthermore, recent additional changes in the developing relationships between YOTs and children's trusts will also undoubtedly lead to evolving organisational processes and working practices in future.

What then may this mean for the services that KYPE-funded staff have sought to establish? In general, the *Youth Matters* paper highlights many of the key principles of the original Connexions strategy. In particular, there is evidence of a desire to promote joined-up working and partnership co-operation, along with an emphasis on integrated services. As the evidence from the present project has shown, real attempts have been made on the part of KYPE-funded staff to take this approach forward and much of the work undertaken on a strategic level has been to ensure the development of a more cohesive working structure, with co-operation between agencies. While it is realistically beyond the scope of any one initiative to take this forward alone, KYPE has nevertheless demonstrated the potential gains that can be made in this direction. On a more cautionary note however, the present initiative has also highlighted the need for a more integrated approach to dealing with ETE issues, as well as a recognition of the amount of time, effort and planning it takes to move this forward in a positive direction.

Another important aspect of the new direction of the children's services is an emphasis on ensuring that services should be more responsive to young people. Closer relationships

between YOTs and other integrated children's organisations offer a range of opportunities to take working practices forward. In particular, the potential to adopt closer joint working and more co-ordinated access to other services has been recognised (NCB, 2006). In this respect, the frontline positions of the PA and mentors, with their ability to link services and to work with a range of organisations, seem to have much needed roles within this changing organisational structure. Moreover, the combination of advice, guidance and one-to-one psychological assistance that these staff provided beyond the limits of statutory orders, highlights the importance of maintaining a child-centred approach which includes continuity of contact, and the need for long-term personalised social and psychological assistance.⁸⁷

The targeted support adopted by KYPE staff again links in with recent drives to ensure that young people are able to access the services they need to help them deal with the range of problems they face. In adopting this approach within the present project, staff have successfully established their roles as constructive and flexible positions. The data thus highlight that many of the practices undertaken by PAs and mentors seek to address the issues that remain central to working organisations, both in the present situation and in the evolving structures of the youth justice system.

In summary, this report has sought to document the real difficulties the different projects faced in implementing improved ETE services and support for persistent and serious young offenders. It also details the different local solutions which KYPE generated and how the problems of accessing provision and the implications of continuous changes in funding and policy impacted on a wide range of different agencies and providers. The KYPE projects all worked extremely hard to be able to deal with these complexities and most are now able to ensure enhanced access to a range of local opportunities for young people. The KYPE initiative has further provided an important opportunity for key agencies in different locations, with widely different socio-economic conditions, to explore ways of meeting the ETE needs of persistent and serious offenders.

Encouragingly, the evidence provides valuable insights into the nature of the key components of local systems of engagement and support, which can effect real longer term improvements in the ETE prospects of these young people who offend. The report has described examples of good practice and successful forms of support which, although only detailed on individual localised bases, could nevertheless be usefully examined and applied in other locations across England and Wales. The findings also support the wider literature and policy developments, both in terms of seeking to address many of the

⁸⁷ Indeed it should be clear from the evidence presented throughout this report that the learning needs of this group are not amenable to a simplistic 'carrot and stick' approach, as they often have multiple needs which require long-term work not always attached to sanctions. Thus recent proposals by the Secretary of State for Education to extend the school leaving age and enforce attendance in ETE via either a fixed penalty (fine) or criminal sanctions (the latter via the civil courts) if young people repeatedly fail to comply (see BBC, 2007), would undoubtedly have important implications for the kinds of young people included in this research.

identified difficulties and issues involved in working with these young people, and in the overall direction of working practices; which emphasise both integrated working and a holistic approach to services.

Overall, while there is some suggestion that for young people who received KYPE services perceived changes were noted in terms of improved confidence, attitudes and ETE knowledge, this did not, in the vast majority of cases, bring about additional and quantifiable gains in terms of ETE engagement during the period of the evaluation. Moreover, from the evidence gathered on the sample of young people to have received KYPE-funded services, there was no evidence of any short-term discernable impact on the young people's offending behaviour. However it can be argued that KYPE was never simply about achieving identifiable hard outcomes, nor was it about detailing the impact of the project across a spectrum of offenders. Rather, the aim was always to 'enhance' provisions and to increase the capacities of YOTs to deal with these young people. It has been possible to find evidence of promising ways of addressing many of the issues identified as pertinent to the needs of the young people and in this sense, the project has achieved many of its aims and objectives.

Appendices

Appendix 1 – Interview schedules

Example of staff interview schedule

Daily practice

1. Have your main daily tasks and priorities changed at all since our last meeting? If yes, in what ways? Please explain what your role now involves.
2. How many young people do you currently have on your caseload? How many of these are young people on an ISSP/DTO? Is that usual or does this number vary?
3. How does the work you carry out with this group of individuals differ, if at all, from the work that you do with young people in the KYPE target group?
4. What assessment procedures do you or others within your YOT/YOI use to understand each young person's individual learning needs (e.g. *Asset*, learning styles, basic skills assessments, attitudinal questionnaires etc)?
5. To what extent are these needs taken into consideration when it comes to finding 'suitable' placements?
6. In your view, what are the main personal barriers to engagement faced by young people within the target group?
7. What steps are taken to assist the young person with their ongoing participation in ETE? Are there any preventative measures in place to help prevent disengagement?
8. What more, if anything, do you think that you could do to motivate young people and encourage participation and engagement in ETE?

Local provisions

9. Can you please explain your views about ETE provision in your local area?
10. Have you found any practical issues and/or difficulties relating to young people being able to access suitable ETE (e.g. lack of places, long waiting time, notable gaps in provision, inadequate provision for girls)? Please explain.
11. Has there been much improvement over the course of the project in relation to the number of schemes available to young people who offend within the area? Why do you think this is?
12. How have you found the attitude of employers/training providers to taking on young offenders within the target group generally? Have these altered much over the course of the project?
13. What would you like to see improved, if anything, in terms of ETE within this area?

14. What is being done to increase provisions for this group of young people who offend at the moment in your area?

15. Do you feel that you are able to meet demand for services for the target group within your area?

Working relations and communications

16. How do you find co-working relationships with other members of the YOT/YOI now?

17. What do you think were the main barriers that you have had to overcome during your time working on the KYPE project (e.g. staff resourcing issues, lack of providers)? What effects, if any, has this had on your work? Please explain.

18. To what extent, if at all, have communications between community-based and YOI ETE practitioners improved in your area? How does this affect the transition of young people from custody to community?

19. Are there any issues that you feel still need to be addressed (e.g. recording practices, data sharing, earlier problems mentioned)?

Reflections on KYPE and the future

20. What in your opinion what were the main aims of the KYPE project at the outset?

21. What do you think have been the main achievements of the KYPE funding? In what ways, if any, has it made a difference?

22. Can you provide examples from your experience where young people have been enabled to overcome barriers to learning?

23. In your opinion, what 'works' to help engage the young people in the target group (ISSP/DTO)? Please provide examples.

24. Have you found any practices/programmes that have not worked, or have been found to be unsuitable for this group of young people (e.g. specific staff practices, unsuitable training providers)?

25. In your opinion, what does 'engagement' generally mean for the target group of young people?

26. How do you think that your work will develop in the future? Have you any particular concerns about your future role?

27. What do you think we can learn from the work that has been done by you and your area on engaging young people who offend in ETE?

28. What would be your recommendations for other ETE practitioners who have direct contact with young people in the target group?

Example of case study interview schedule (young person)

1. Are you in any learning or training at the moment?

- a) *Yes*
b) *No* (Go to Q9)

If you answered **yes**, what are you doing?

2. How long have you been doing this learning/training?

- a) *Under 4 weeks* *If so, how long?*
- b) *1–3 months*
- c) *3–6 months*
- d) *Over 6 months* *If so, how long?*

3. How did you get involved in this learning/training?

- a) *I wanted to do it as it interests me*
- b) *My friends are doing so it so I wanted to try it*
- c) *It was organised for me by my PA/YOT worker*
- c) *My family encouraged me to do it*
- d) *Other (please explain)*

4. How much do you **expect** to get out of doing this learning/training?

- a) *A lot*
- b) *A fair amount*
- c) *Not much at all*
- d) *Nothing*

Please explain

5. What do you **hope** to get out of the training/education? (Tick as many as you think apply)

- a) *Learn a new skill*
- b) *Help me get a good job*
- c) *Meet new people/friends*
- d) *Stay out of trouble*
- e) *Have a laugh*

- f) *Earn some money*
- g) *Other (please explain)*

6. Is the learning/training going well so far?

- a) *Yes, very well*
- b) *Yes, quite well*
- c) *No, not very well*
- d) *No, not at all well*

Why do you think this is? (Please explain)

7. What do you **like** about the learning/training so far?

8. What do you **dislike** about the learning/training so far?

9. Do you think that being in education/training may help you stay out of trouble in the future?

- a) *Yes*
- b) *No*

Why?

10. **Who** are you currently seeing about education, training or employment (both in the YOI and outside)? (Prompt: PA, YOT adviser, mentor, etc.)

11. Do you find the support/advice from your (PA/YOT worker) helpful?

- a) *Yes, very helpful*
- b) *Yes, quite helpful*
- c) *No, not very helpful*
- d) *No, not at all helpful*

Please explain

12. How do you get on with your (PA/YOT worker)?

- a) *Very well*
- b) *Quite well*
- c) *Not very well*

d) Not at all well

.....

Please explain

13. Please explain briefly what happens when you meet with your (PA/YOT worker) – what do you talk about/do?

14. What do you like **best** about seeing your (PA/YOT worker)?

15. What do you **dislike**, if anything, about seeing your (PA/YOT worker)?

16. Do you think about your future?

a) Yes all the time

.....

b) Yes sometimes

.....

c) No, rarely

.....

d) No, never

.....

17. What job are you aiming to get in the future? Why?

Thank you

Appendix 2 – Young people case studies

The following eight case studies arose from interviews conducted with young offenders who accessed services made available by funding from the project. The case studies were selected from each of the three phases of the evaluation to illustrate not only the many needs of the young people, but also the varied support, working practices and interventions provided by practitioners to try to meet these needs. The studies correspond with the young people quoted in Chapter 8 who have not been included as cases in the main body of the report.

1. Case study: Nathan

Sixteen-year-old Nathan has a long criminal history and at the time of interview had been sentenced to a four-month DTO for breach of an Anti-Social Behaviour Order (ASBO).

Nathan's view

At the time of interview, Nathan had recently become engaged in practical-based learning, but admitted:

I've not been there long so I don't know how I will cope with the work and that, I'm just trying it.

Despite a lack of confidence in his abilities, Nathan was nevertheless enjoying the training aspect of the course and this had made him think that he might like a trade 'like construction' or some other form of practical work. However he currently had no definite plans about what he would like to do. In terms of mentor support, Nathan described having a mentor as 'very good' because 'he comes round and gets me out of bed in the mornings'.

For Nathan, this motivating aspect of the support had been extremely important and he admitted that without activities to occupy his time he could get into trouble:

...when you've got something to do then you think 'well maybe I'll do that instead of getting into trouble'.

The mentor's view

Nathan's mentor felt that one of the main barriers to Nathan's engagement was a weakness in his educational ability and a lack of numeracy and literacy skills. Despite this, Nathan's ability to listen and to co-operate with people had been noticeably beneficial to his engagement during his placement. At the outset, Nathan's mentor decided to focus on improving and developing Nathan's strengths by developing a working relationship. Within this, it was felt that they could establish a rapport and create an environment within which Nathan could discuss how he was feeling. Key to this approach was ensuring that regular contact was maintained. In doing so, the mentor frequently called for a chat on the phone, or visited the family home when in the area. Nathan's mentor now felt that Nathan too saw the benefits of having someone there to support him 'I think he realises that he needs someone'.

In order to continue providing this support, the mentor had ensured that Nathan was aware he could telephone for advice or help if he needed it and had also placed Nathan with a provider where support was available. It was hoped that this would provide important role models for Nathan, and help him to dissociate with his sibling and pro-offending peers. So far Nathan seemed to be co-operating with his provider and enjoying the training aspect of the course.

He's in full-time education, but because he can't hack sitting in the classroom each and every day, that's why he's doing hands on work and construction and he's still getting his education.

Nathan's mentor felt that in general, his engagement with the placement seemed to be having a stabilising effect on Nathan's life in the short term.

2. Case study: Paul

At 17-years-old, Paul was referred to the YOT on a Referral Order for the offence of theft.

Paul's view

Paul found school work difficult and recognises that his abilities do not lie in classroom-based activities. He does however enjoy the more practical aspects of work. In the long term, Paul would like to be a landscape gardener and is motivated to pursue this aim. His mentor was able to set him up in a placement with a local provider and Paul has adapted to this very quickly, making an effort to attend regularly. Despite his dislike of educational study, Paul has also started going to college in order to gain an NVQ in horticulture. This, Paul sees as necessary in order to obtain the qualifications that he will need to succeed in the future. Paul's interest is also motivated by the satisfaction that he gets from seeing his work come to fruition. This gives him a sense of achievement. Asked what he most likes about his job, Paul explained, 'you're doing stuff and can see what the job turns out like at the end'.

Paul says that having a mentor is useful because he feels that he has someone he can contact if he needs advice or someone to talk to. Having seen his mentor over a period of nearly six months, they now have a positive relationship and Paul knows that he can trust and rely on the help provided 'I'd tell him if I had a problem, he'd give me advice on what to do with it and all that'.

Paul is optimistic about remaining in education, training and employment and believes that being employed will help to keep him out of trouble, as having regular work to attend means that he is kept occupied.

The mentor's view

Paul was referred to his mentor in February 2005, and in the same month a placement was set up for him with a local employer, working towards assisting sustainable development. The idea behind this work is to bring about economic and social regeneration by improving the local environment. Paul carries out manual labour including gardening.

Having established Paul in a placement, the following month his mentor worked towards helping him devise a structured training plan for the coming months. This included working out the best qualifications that Paul could get to assist his future prospects of finding work. Despite Paul's difficulties with classroom study, it was agreed that he should try and start a 26-week course at the local college, where he could gain certificates in horticulture. The mentor believes that while Paul does struggle academically, he also lacks confidence in his abilities. Paul admitted to his mentor that he was nevertheless keen to attempt this in order to develop both his practical and educational skills. Although pleased with Paul's progress, the mentor also believes that he would benefit from obtaining a broader qualification that would enable him to find more general work:

I would like [Paul] to get his site safety certificate for him to be able to get enough opportunities to find employment as a general labourer.

The mentor perceives Paul as being hardworking and motivated. He does however feel that he might still benefit in future from a confidence-building course to encourage his self-belief. In the long term, if Paul continues to work hard he should be able to achieve enough qualifications and practical experience to find employment as a general labourer.

3. Case study: Tyler

Tyler is 17-years-old and has been sentenced to DTO with ISSP for robbery.

Tyler's view

Tyler did not enjoy attending school and felt that he did not get on with the teachers; so he regularly failed to attend. Despite a lack of interest in learning while at school, Tyler has always had a passion for cooking and in the future would like to be a chef. Asked about his ideal job, Tyler thought that he could see himself as a regular on the TV programme Ready Steady Cook. He is motivated and enthusiastic about engaging in work and is currently on an E2E placement working in a restaurant, while studying at college for catering certificates. Tyler also reported that he had received praise from the restaurant staff about how quickly he is able to learn and feels that they are pleased with his work so far.

Tyler has a positive relationship with his mentor and appreciates the support and advice that he provides. Tyler has been able to gain information about work as well as receiving help with the more practical tasks of finding a job, such as how to put together a CV, or dress for an interview. Asked what he liked best about receiving mentor support, Tyler replied:

He makes you laugh don't he – he's a funny man...because the other people that I go to see, they're just boring and they just wanna talk at me.

This close relationship has also enabled Tyler to actively think about and discuss his future with his mentor. Tyler admits that he has been motivated to engage with education, training and employment because of the work that his mentor put into finding him somewhere suitable:

I wouldn't have done nothing if I didn't go to college, I would have done nothing. He's the one who set it up.

Tyler does not believe however that being in work will keep him out of trouble, as he thinks that if he really wanted to commit crime he could do so after work hours. The difference now according to Tyler is that he wants to 'live like normal people and just be good'. Tyler recognises that qualifications will help him to do this and perceives that he is capable enough to achieve his aim. Tyler also recognises the hard work that will be needed in the catering field in order for him to succeed.

The mentor's view

Tyler was referred to his mentor in February 2005. Since this time they have met an average of five times a month, with the meetings ranging from one to eight times a month. Many of these sessions have been long and intensive as at the start the mentor found Tyler to be unresponsive and difficult to communicate with. Tyler would not co-operate with the services and was heavily influenced by his peers in his daily life. His mentor believes that the death of Tyler's mother in 2004 and his previous substance misuse both contributed to his initial offending, and also affected his subsequent mood and behaviour. Much of the work done with Tyler has thus involved building a rapport in order to get him to open up and discuss these issues.

Over time Tyler's relationship with his mentor has become very positive. In terms of facilitating education, training and employment engagement, work has focused on trying to channel Tyler's interests and passion for catering into motivating him to engage in a career. Tyler received help preparing for several interviews for NVQ catering courses and was also enrolled on an E2E programme by his mentor. In addition it has been necessary to teach Tyler some basic skills and appropriate behaviour in the workplace. The mentor believes that this support over a difficult time of Tyler's life has made him more focused and motivated. Over time it has therefore been possible gradually to reduce the amount of hours spent with Tyler in order to give him more independence and responsibility for his actions.

Tyler has a history of substance misuse and, while this is no longer a problem, his mentor fears that a return to this lifestyle would have implications on his ability to engage with education, training and employment. However, although the mentor feels that there is still a need to address some personal and relationship issues, as well as further basic skills training, he nevertheless feels that Tyler is confident and as long as he maintains his interest in catering could successfully remain engaged in the long term.

4. Case study: Jack

Jack is 18-years-old and received a community sentence with ISSP for the principal offence of driving while disqualified.

Jack's view

Jack disliked school and sometimes found the work difficult. He had little interest in classroom learning as he found it hard to concentrate and became easily bored:

I like being on the go, I don't mind learning and I got on with the teachers, I used to be helpful, very helpful. I used to do things but as soon as I got back into class and do work then I would get bored again.

As a result of this, Jack's mentor has focused on trying to develop his practical abilities. Jack has a great interest in mechanics and would like to be a fitter. He has recently started working with an employer in this field. Asked what he thought about his present work placement, Jack replied:

They let me do the stuff and they tell me 'have you done this before?' and I tell them 'yes' if I have and they just quickly demonstrate at the start and I do it – it's good so far.

As a result of being given responsibilities to undertake work, Jack feels that the best part of the job so far is 'the learning side to it' and he is fairly confident in his abilities to succeed in this role. Jack couldn't think of anything that he disliked about his placement.

Jack appreciates the support he receives from his mentor and has a positive relationship with him. He also likes the fact that he can discuss any work problems he might have with someone whom he knows will listen and offer good advice.

The mentor's view

Jack was referred to his mentor in December 2004 and was quickly found work with an employer, carrying out maintenance jobs in the community. Jack's strengths lie in practical training, as he has a short concentration span and dislikes classroom-based learning. The mentor support has focused on developing a more structured lifestyle for Jack and assisting him with obtaining sustainable skills for future employment. Basic-skills training has also been made available.

The mentor has noted that changes in Jack's personal life have tended to coincide with problematic changes in his behaviour. Despite the progress Jack has made recently, this continues to be the case. Jack has recently moved into rented accommodation with his siblings and his mentor is concerned that recent poor behaviour could be a result of this situation. As a result of this Jack has been placed with an alternative employer: he explains: 'We have put [Jack] with an employer who has patience, but is firm.'

It is hoped that this supervision will help keep Jack focused on his employment and allow him to sort out any personal difficulties that he is facing. Overall, Jack's mentor hopes that with the ongoing support Jack can be helped to find a 'more structured way of life'.

5. Case study: Justin

Justin was referred to mentoring support at the age of 18 following the receipt of a DTO with ISSP for committing domestic burglary.

Justin's view

Justin is a persistent offender and during his most recent conviction for burglary, he also admitted to eight other similar recent offences. Justin saw himself as a troublemaker at

school and said that he 'just used to play about or mess with [his] mates and that, just get bored'. Because of his disruptive behaviour and regular unauthorised absences he was excluded and left school without any qualifications. However, during his time in custody Justin participated in several courses and fully complied with the education provided for him. As a result, he had obtained a number of practical based certificates. Justin felt that for the first time he was a bit more positive about trying to use his skills to take up ETE and when asked if he wanted to take up a placement replied:

Maybe. I'm trying to get on a course, it's basically work experience but you get paid for it.

Justin also felt that the reason he was starting to think more about what he could do in the future was due to the mentoring support that he had been receiving. In response to a question about whether he had found the services helpful, Justin said:

Very helpful, [my mentor] found this course for me. He says that if I get a job it will keep my mind busy so I reckon it might be alright.

Justin was however aware that he might find it difficult to stay with the ETE: 'If it's hard and that then I would probably give up straight away and try something easier.' In the longer term Justin thought that mechanics might interest him, although he didn't have any definite plans and said that he did not know what he would be doing in future.

The mentor's view

Justin's KYPE-funded mentor had worked with Justin when he was on ISSP a year previously. Following a further offence, Justin was sentenced to a DTO and at this point, the mentor began working with him again during his time in custody. This support continued following his release into the community.

The mentor believed that Justin was 'at a very high risk of reoffending and a high risk of non-compliance, especially with KYPE'. His offending had escalated to such a degree that he had been placed on a local persistent offender scheme. However, the mentor felt that much of the work that he would carry out would need to be involved in addressing motivation issues and attitudes around his behaviour. For this reason, a great deal of intensive support work was deemed necessary. The mentor began by trying to talk to Justin to get him to open up about what he might like to do in relation to ETE. As anticipated, Justin was not initially motivated to engage and said that he would not comply. The mentor explained:

He stated that it was the police's job to catch him and his job to go off really and reoffend. That was really sort of the intensity of the work needed.

However, in addition to his negative attitude towards engaging with support, Justin also lived a chaotic life when he was not subject to supervision. His family had not been prepared to allow him to live at home due to his persistent offending. After moving out, Justin had struggled with accommodation issues and had been living in a hostel prior to going into custody. His mentor felt that this placed Justin in a vulnerable situation as he was not provided with a great deal of support. Justin also spent a lot of time with pro-

offending peers and was known to use Class A drugs, and as such, was considered highly likely to engage in anti-social and further offending behaviour.

As a result of the difficulties that Justin faced in the community, his mentor wanted to ensure a great deal of visible support. Upon his release, the mentor arranged to go and pick Justin up and transport him to the YOT to receive his ISSP licence. He felt this might be an opportunity to talk to Justin and to ensure that he could be successfully passed over to the YOT staff. Although Justin was initially still adamant that he would not comply, the staff managed to talk him around and eventually Justin agreed to try and engage.

As a result of this initial progress, Justin said that he would try and attend an ETE placement. Justin had shown an interest in mechanics and had also undertaken a range of practical courses while in custody. The mentor therefore sought to find him a placement that would match his needs. During this period he also made sure that Justin was given intensive support by driving him to all his appointments, organising his job application and taking him to interviews. Once a placement had been set up a sessional worker was employed to pick him up and take him to work on a daily basis.

However, within four weeks Justin had begun to mix with his peers again and revert to his original behaviour. This resulted in him committing a street robbery. After he had been arrested, the mentor said that Justin had admitted that he had made mistakes. 'Obviously now he's going to go to probation and he basically said "yeah I know, don't tell me I'm an idiot. I had it all and let it go".' Yet despite the fact that Justin continued reoffending, his mentor nevertheless felt that some positive steps forward had been made:

...it sounds bizarre but the fact that [Justin] was out [of custody] for four weeks, didn't commit an offence that was known about within four weeks, had a job and got paid, was just an achievement for him, it's all relative.

6. Case study: Anthony

Anthony is 17-years-old and received an ISSP for unauthorised vehicle-taking. He has also committed a number of previous offences when under the influence of alcohol and drugs.

Anthony's view

Anthony enjoyed school and attended regularly until he began using drugs. Following this, his commitment to education declined and he began taking unauthorised absences, resulting in his exclusion. At this time, his mother also asked him to leave home due to his chaotic lifestyle and drug abuse. Anthony said that despite these difficulties he managed to achieve five GCSEs.

Anthony is now keen to stay away from cocaine and heroin and has made every effort to do so, including attending the voluntary Resettlement and Aftercare Programme (RAP) at the YOT. He continues to use cannabis but is reducing the frequency of this in order to become drug free. Anthony has recently been on a tagged curfew and this has restricted his lifestyle; it has therefore been possible to stay away from his friends who are still

heavily involved in drugs and crime. Anthony is determined that he will not become involved with this group again in future. In the light of these behavioural changes, Anthony's mother has allowed him to move back home. She has been very supportive and is a positive influence on his behaviour. Anthony also added that she was due to take him to an open day at college the following week to see if there was anything that he might like to attend in September.

Anthony has found the support of his personal adviser very helpful in terms of the information that she supplies about jobs. Attending his appointments also gives him something to do with his time and a chance to discuss any problems he might have. In future, Anthony does not have any clear focus about what he would like to do, as his main goal recently has been to keep off drugs. He thinks that he might like to be a plumber as this is a good trade and probably something he would enjoy. However, in the short term he is hoping to find work in construction, but admits that he is being slightly 'lazy' and remains unemployed. He adds: 'I need to get back into motivation and be a bit more confident.'

The personal adviser's view

Anthony's personal adviser perceives him to be an amiable young person with good communication skills. He was referred in April, but after the end of his ISSP he will continue to receive Connexions support under RAP. His personal adviser feels that Anthony recognises that drug and alcohol misuse have been a major factor in his offending behaviour, and he now seems to be taking steps to ensure that this will not happen again in future.

During their initial meetings Anthony's personal adviser did a lot of work towards getting him on to E2E, but when this was finally organised he did not turn up. It later transpired that he felt that he was not really ready for work or training. The personal adviser feels that Anthony seems to struggle in group situations and is not willing to engage in activities with his peer group. She also feels that he might be lacking in confidence and this is causing him to try and avoid engaging. The personal adviser has therefore been working on trying to develop Anthony's social skills by involving him in group sporting activities. She also aims to help Anthony take an interest in areas where he has known skills (such as computing), in the hope of improving his self-esteem.

His personal adviser feels that it might now be important to involve him in programmes that will work on confidence building in order to help him progress into a work or training environment:

The feeling is that [Anthony] is not making progress at the moment so we're going to try and look at ways of how to help him really, but one of the problems for me is that he's been cancelling my appointments so until I can get that rapport going again really it's difficult to actually provide anything for him, without knowing what's troubling him.

His personal adviser also feels that Anthony might benefit from an anger management course, as he seems to have a lot of anger that he is unable to express. However, overall

she believes that if he can derive sufficient motivation and confidence this will help him try to engage. Furthermore, given Anthony's positive attitude towards remaining drug-free, and the family support that he has received in recent months, the chances are that with enough support he may successfully find work in future.

7. Case study: Josh

Eighteen-year-old Josh was referred to mentoring support in January 2005, following receipt of a DTO with ISSP for committing domestic burglary.

Josh's view

Josh is very confident in his own abilities and has high self-esteem. He initially wanted to join the army but after leaving school began spending his free time drinking and eventually got into trouble. Josh has now changed his mind about an army career and instead is very interested in working in the scaffold industry. He is ambitious and would like to be successful. Josh is also motivated to work hard in order to receive good pay.

Josh did not enjoy school and although he did not find the work difficult, he quickly became bored if he had no interest in a subject. During his time at school Josh's favourite subject was sports, and he also enjoyed practical subjects. During his final year at school Josh was excluded. He has since obtained some GCSEs and during his time in the YOI completed a basic skills assessment at Level 1 in both maths and English.

Josh initially received mentoring support in custody in order to discuss his plans upon release. Josh indicated that he might like to engage in a plumbing apprenticeship when he was released into the community, although he later changed his mind and preferred construction work. At the time of interview Josh has been working for an education, training and employment employer for the past six weeks. He does not enjoy the work but admits 'it gets me out of the house and that, keeps me busy'.

Josh is hoping that he will shortly get an apprenticeship to start working on a scaffolding site, and he has an interview lined up. If he is successful he will start the apprenticeship in September. Josh believes that if he maintains successful employment it will keep him out of trouble because he will have something to occupy his time.

Josh finds the advice from his mentor very helpful as he feels that it is 'extra support' to enable him to access jobs that he may otherwise have little information about. He explains 'she's just easy to get along with...and she doesn't treat me like a kid'.

The mentor's view

Josh was referred to mentoring support in January 2005. His mentor initially visited him during his time in custody in order to discuss his future education, training and employment plans and to try and arrange some form of work upon his release. Since their early meeting the mentor has found Josh to be very positive and motivated to engage in education, training and employment, as he is keen to take responsibility for his own life:

...he's been happy, getting on with it, getting his head down and he's actually one of the few young people that have actually done what he said he's going to do,

you know, he's come out and said 'I'm going to get my life sorted' and you know he really has.

The mentor explained that Josh stated he wanted 'anything to do with construction' and has been working for an E2E provider that has good connections with construction firms funding modern apprenticeships. She added that a certain number of places are offered each year for individuals who have shown excellent achievement during their time on E2E. She therefore feels that the fact Josh has been invited for an interview shows that he has been making good progress.

While Josh works hard and is very determined, he can sometimes overestimate his abilities and will not admit when he does not know something. His determination can also turn into aggression, which could impede his abilities to engage in future, for example by getting him into conflict with colleagues in the workplace. As such, his mentor thinks that she might need to pursue the option of an anger management course, although raising this issue with Josh could be difficult as he is not keen to accept assistance or admit that he might need help. Josh's work provider has been asked to monitor his behaviour and interactions with others and to raise any concerns.

Josh has a very independent nature, and the mentor thus feels that the best course of action is to provide ongoing encouragement for Josh while he continues to work hard in his placement. Asked about his future potential to be successful in work, the mentor said:

I think he'll stick it, I think he'll engage...because it will esteem him and what he's looking for is esteem, real esteem.

In future therefore she aims to continue offering encouragement in order to let Josh know that she is available for support and advice should it be needed.

8. Case study: Bradley

Seventeen-year-old Bradley had received an ISSP on release from a four-month DTO for burglary.

Bradley's view

Bradley was excluded from school at a young age and said that he did not enjoy learning and was not particularly good in class. In addition, Bradley did not get on well with the teachers and would frequently take unauthorised absences and get into trouble. However, for the past few months Bradley had been engaged with the National Association for the Care and Resettlement of Offenders (NACRO) and was taking a course to gain construction skills. Bradley felt that the experience with this more practical-based learning had made him consider getting a job in a trade on completion of the course. He was also hoping to get some further key skills during his time at NACRO. Although Bradley admitted that he had been enjoying the course, when asked what he liked about it, he replied:

Don't know really, there's nothing to do at home so it's something to do.

In terms of the mentor support he received, Bradley thought that it was useful that he could talk to his mentor about anything that bothered him and he felt that she was always there for him when he needed it.

In the future, Bradley thought that he would like to do something that involved using his hands and undertaking practical work. He had decided that he might like to try either bricklaying or fitting double glazing windows, but didn't really know why he thought this might be a good job. Bradley hoped that his mentor and his current provider would help him to develop some skills to enable him to get work in future.

The mentor's view

At the start of their work together, Bradley's mentor had found that in comparison to many of his peers, Bradley demonstrated good communication skills and was polite and well mannered. However, the consistent main influence and barrier to Bradley's engagement had been his peers:

I think he is totally led by them and cannot really think about his future or what he wants to do as he cannot separate himself from the group mentality.

In this way, working with Bradley to engage him in employment or training had been problematic from the outset. Although on a one-to-one basis Bradley could be responsive and engage well, he nevertheless continued to establish his identity through his peers and their involvement with criminal behaviour. The mentor also felt that young people like Bradley who are easily influenced in a group situation, are often difficult to locate in provision. All too frequently individuals who have offended are involved in ETE participation with their peers:

The hard thing with ISSP is because the group stuff that we do is mixing with the same group of people, the training providers who are willing to take these people, everyone goes there so it's catch 22.

As a result of these concerns, Bradley's mentoring support has focused on providing encouragement and support for his personal development, as well as working with him on constructive use of leisure time (including for example, arranging evening activities). It was hoped that in undertaking more positive and social activities Bradley would not drift back to associate with his friends.

At the time of interview however, Bradley was due back in court the following week and the mentor felt that, depending on his sentence, this may potentially impact upon the work that had been done to construct a more stable and organised lifestyle for Bradley.

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