

Dadansoddi ar gyfer Polisi



Analysis for Policy

Ymchwil gymdeithasol  
Social research

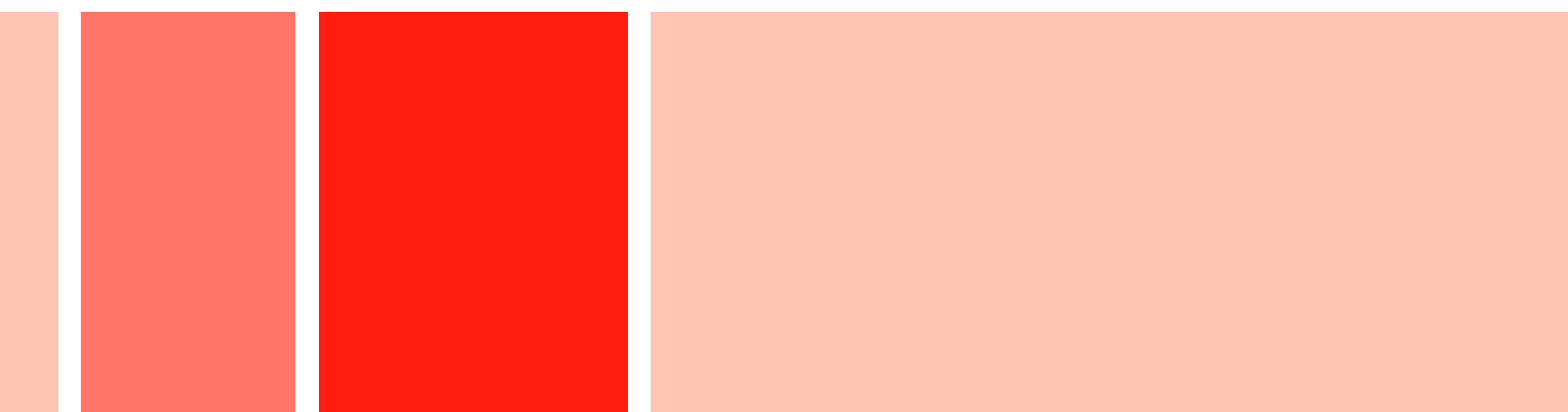
Number: 29/2013



Llywodraeth Cymru  
Welsh Government

[www.cymru.gov.uk](http://www.cymru.gov.uk)

# Evaluation of Services Provided by Nacro Cymru to the Welsh Government



# **Evaluation of Services Provided by Nacro Cymru to the Welsh Government**

## **ARCS (UK) Limited**

Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government

For further information please contact:

Robert Willis

Knowledge and Analytical Services

Welsh Government

Merthyr Tydfil Office Merthyr Tydfil

CF48 1UZ

Tel: 0300 062 8138

Email: [Robert.willis@wales.gsi.gov.uk](mailto:Robert.willis@wales.gsi.gov.uk)

Welsh Government Social Research, 2013

ISBN 978-0-7504-8169-4

© Crown Copyright 2013

## TABLE OF CONTENTS

1	INTRODUCTION .....	1
2	THE EVALUATION.....	2
2.1	AIMS AND OBJECTIVES.....	2
2.2	KEY STRANDS.....	3
2.2.1	Collection and analysis of available documentation/data.....	3
2.2.2	Consultations with key stakeholders .....	4
3	KEY FINDINGS .....	5
3.1	Work delivered by Nacro Cymru .....	6
3.1.1	Training.....	7
3.1.2	Projects.....	10
3.1.3	Support work for YOTs .....	15
3.1.3.1	“On tap” support.....	15
3.1.3.2	Focused programmes to support individual YOTs .....	17
3.1.4	Work with YOT Managers Cymru.....	17
3.1.5	Strategic work .....	23
3.1.6	Networking/dissemination work .....	25
3.2	Welsh Government, Youth Justice Board, YOT Managers Cymru and Nacro Cymru – describing roles .....	26
3.3	Nacro Cymru’s work – assessing quality .....	27
3.4	Assessing the impact of Nacro Cymru’s work.....	29
3.4.1	Youth justice practice.....	31
3.4.2	Strategic coordination.....	34
3.4.3	Trends in youth offending and case dispositions.....	34
3.5	Value for money.....	36
4	SUMMARY OF FINDINGS AND IMPLICATIONS FOR FUTURE PROVISION.....	39
4.1	Alternative providers.....	40
4.2	Scope for in house provision.....	41
4.3	Open tendering .....	43
4.4	Mixed provision.....	47
4.5	Continuing the current arrangements .....	48
4.6	Options for future provision – a summary.....	49
	Appendix 1 - Project summary.....	51
	Appendix 2 – Interview topic guide .....	53
	Appendix 3 – Nacro Cymru’s work: a summary timeline with work strands, 2009-2011 .....	56
	Appendix 4 - Interventions by YOTs in Wales, by year .....	63
	Appendix 5 – First time entrants by local authority area in Wales, by year.....	66
	Appendix 6 – Examples of research projects procured on the open market, with costs.....	67
	REFERENCES .....	72

## Tables

Table 1 – Research respondents, by group, and type of consultation .....	5
Table 2 – Estimated market costs for a sample of Nacro Cymru projects.....	37
Table 3 – key options for future provision, by cost, advantages and disadvantages.....	50
Table 4 – Total “pre-court” and “first-tier” interventions, by individual YOT, and year from 2007-08 to 2009-10 (with % change shown by year, and for overall period)* .....	63
Table 5 - Total “community” and “custody” interventions, by individual YOT, and year from 2007-08 to 2009-10 (with % change shown by year, and for overall period) .....	64
<b>Table 6 – Breakdown of intervention categories, by year</b> .....	<b>65</b>

## 1 INTRODUCTION

Nacro Cymru has been actively involved in youth justice and related work in Wales for many years now, having been created in 1998 to distinguish itself from its parent organisation Nacro (which was formed in 1966). Nacro had also been very active in youth justice work in Wales during the 1980s and 1990s prior to this time, and at some stages had a fairly large staff presence (with staff numbers reaching several hundred), being involved both in delivering a range of projects “on the ground”, and in policy, research, and dissemination work made possible by funding from a wide range of sources.

Nacro Cymru<sup>1</sup> is currently involved in delivering a wide range of projects across Wales, focusing on areas including:

- supported housing,
- youth resettlement,
- homelessness prevention,
- mentoring,
- education and employment advice, and
- transitional support (i.e. resettlement support spanning custodial establishments and the community).

Nacro Cymru (and in particular, the Youth Offending Unit) has itself been receiving funding from the Welsh Government to undertake a range of youth justice work for over 10 years. During most of that period, the organisation has delivered an annual work programme which has been funded by a rolling grant from the Welsh Government, with the content and timing of this work programme being agreed and monitored by representatives of the Welsh Government.

In January 2012, ARCS LTD (with strong consultation support from Aberystwyth University) was awarded a contract to evaluate services provided by Nacro Cymru to the Welsh Government.<sup>2</sup> The Government-funded work delivered by Nacro Cymru had not been evaluated previously, and it was felt by the funders that a brief but thorough “stock-take” could usefully inform decision-making about future delivery in this area.

An interim report on the research was delivered to the Welsh Government at the end of February 2012. This final report presents key findings from the evaluation.

---

<sup>1</sup> Referred to as “NC” at various points throughout the report.

<sup>2</sup> The Government of Wales Act 2006 established the Welsh Government and the National Assembly for Wales as separate institutions, and the Government from that point was referred to as the Welsh Assembly Government. In May 2011, the devolved administration became known as the Welsh Government – the change was intended to avoid confusion about the respective roles and responsibilities of the National Assembly and the Government, although the phrase “Welsh Assembly Government” continues to have some momentum in current usage, and was also used by many of our respondents.

## 2 THE EVALUATION

### 2.1 AIMS AND OBJECTIVES

The key aims of the evaluation were to:

- *“Provide a detailed description of the services provided by Nacro Cymru for the Welsh Government, including both those which are specified in the work plan, and other work.*
- *Examine the value of this service from the perspectives of the Welsh Government, Nacro Cymru, Youth Justice Board, and key stakeholders (including YOTs).*
- *Examine the impact that the work carried out by Nacro Cymru has had on the prevention and reduction of youth crime in Wales, covering a broad range of associated priority areas such as child poverty, mental health, domestic abuse and substance misuse”.*

The evaluation was intended to inform upcoming decisions about future service provision in this area, and to assess in detail and provide recommendations concerning a number of options for future delivery (including discontinuation or provision in house, adopting an open tender process, or retaining the current practice with or without changes).

In short, the research was intended to generate a comprehensive description and assessment of services delivered by Nacro Cymru to date, and a careful and evidence-based reflection on options for future delivery, in the light of market conditions and the funder’s service requirements. The purpose was not for the evaluation to focus on everything that Nacro had done since its creation, but to focus more narrowly on the Government-funded work programmes referred to earlier, and in particular, on those delivered over the last few years.

These aims and objectives were associated with a range of relevant research questions, including:

- What work has Nacro Cymru delivered as part of its funding arrangement with the Welsh Government?
- What impact have these activities had, on:
  - relevant areas of practice;
  - the harmonisation of youth justice and related policies;
  - the decision-making of major stakeholders and their perceptions of key issues;
  - the contours of youth offending and/or resettlement outcomes (if this can be demonstrated), and
  - approaches to preventative work?
- For each of the key work strands delivered by Nacro Cymru, what is the scope for other providers to deliver such work to the required standards in the future (and to do so at a competitive cost)?

- What are the advantages and disadvantages of allowing one organisation to deliver a range of youth justice-related activities, as opposed to delivery by different sources over time or by work strand?
- What are the advantages and disadvantages of commissioning flexible “on tap” provision of youth justice and related expertise, as compared with “in-house” provision?
- What tests should be used to decide whether specific forms of service in this field should be commissioned by an open tendering process?

## 2.2 KEY STRANDS

In order to deliver on the above aims and objectives and address the key research questions, the research team delivered a number of key work strands (after a preliminary design phase). These included:

- a detailed description of work provided by Nacro Cymru;
- an assessment of the quality, value for money, and impact of the above work; and
- a consideration of the advantages and disadvantages of key options for future provision.

A number of data-collection methods were used, as detailed in separate sections below.

### 2.2.1 *Collection and analysis of available documentation/data*

A key initial strand of the evaluation involved the collection and assessment of documentary material and data-sets associated with the current and previous work of Nacro Cymru. Relevant material concerning annual work programmes (held by both the Welsh Government and Nacro Cymru) included:

- annual/quarterly work plans;
- progress reports (both general and in relation to specific individual projects delivered as part of funding agreements with the WG);
- minutes from regular review meetings;
- reports on specific research and other projects undertaken;
- reports containing analyses of relevant data concerning specific issues focused on as part of the work delivered (e.g. sentencing rates across various YOTs);
- briefing papers and other material emanating from some of the above work (e.g. on the use of custody), and
- financial details concerning Nacro Cymru’s annual grants.

A wide range of documentary material and data was also accessed from other sources including:

- YOT Managers Cymru (e.g. position papers, consultation responses, background material);
- the Welsh Government (e.g. key documents such as the joint Welsh Government and Youth Justice Board *All Wales Youth Offending Strategy*<sup>3</sup> and *Delivery Plan 2009-11* together with other relevant policies/strategies, and a range of reports concerning the implementation and progress of these);
- the Ministry of Justice, and National Archives (for previous Core Case Inspections of Welsh YOTs, and earlier Youth Offending Team Inspection Reports);
- other national sources such as the Youth Justice Board (e.g. available data-sets concerning youth offending and youth justice trends in England and Wales), and
- material from the wider policy, practice and research literature concerning youth justice in Wales.

The bulk of this information gathering was undertaken during January and February 2012, although it was also ongoing throughout the project.

### **2.2.2 Consultations with key stakeholders**

Feedback from key stakeholders was of major importance to the evaluation, and the team endeavoured to canvas opinion as widely as possible within the available timescale and budget.

This consultation work involved a mix of in-depth interviews, and carefully targeted “gap-filling” and/or follow-up questioning of key stakeholders.

The in-depth interviews were designed to generate full “stories” of Nacro Cymru’s activities and their impacts over the years, as seen from the perspective of key stakeholder interests/positions. Respondents in the in-depth interview sample were individuals whose experience provided them with a strong strategic view of youth justice and related work in Wales, and knowledge of Nacro Cymru’s involvement in such work over time.

The in-depth interviews included both face-to-face and telephone discussions, although the bulk of both these and the focused/follow-up discussions were conducted by telephone. All interviews were transcribed partially at the point of delivery, for subsequent qualitative analysis.

All potential respondents were first contacted by email, and provided with a “project summary” and a covering note – the project summary was a two page document (attached here as *Appendix 1*) highlighting the purpose of the research the main methods to be used, and the key team members who were delivering the work. These initial contacts were then followed up by telephone and/or email, to arrange convenient times for interview. Preliminary discussions were sometimes held at this point, and feedback from these was also

---

<sup>3</sup> Abbreviated as “AWYOS” throughout much of this report.



added to the qualitative data-set. The interview topic guide is attached to this report as *Appendix 2*.

Welsh Government representatives made initial suggestions to the evaluation team concerning who should be included in the interview sample (including representatives at a sample of YOTs that would have appropriate geographical spread), and they provided contact details to the team. Potential respondents included:

- members of the Youth Justice Team, and other key individuals in the Welsh Government; Youth Justice Board (Wales);
- Nacro Cymru team members (including some past members);
- YOT representatives (including staff at various levels of seniority);
- youth justice experts from within the academic and research communities in Wales, and
- stakeholders from key related policy and practice areas including child poverty and work with families, community safety, mental health, substance misuse etc.

The research team aimed for full coverage of YOTs in Wales instead of a sample. A breakdown of respondents by area and type of consultation is provided on the following table.

**Table 1 – Research respondents, by group, and type of consultation**

	In-depth interviews	Preliminary, follow-up, focused discussions	Total
Youth Justice Team, other WG reps, YJB	4	3	7
Nacro staff	3	6	9
YOT representatives	16	8	24
Representatives from other policy areas; other YJ experts; procurement professionals	4	6	10
<b>Total</b>	<b>27</b>	<b>23</b>	<b>50</b>

The interview work began in February and continued throughout the project. Levels of cooperation were very high, and representatives from all groups (and perhaps Welsh YOTs in particular) seemed keen to share their views and respond to our questions.

### 3 KEY FINDINGS

Although the research period was relatively brief, the evaluation generated a very rich and wide-ranging data-set which has been drawn on in the following sections.

Findings summarising key strands of work delivered by Nacro Cymru are presented in section 3.1, which is largely descriptive. Section 3.2 focuses on issues concerning “roles” and includes comments on the determination of NC’s annual work programme, and the remaining sections

of this part of the report deal with issues concerning quality (section 3.3), impact (section 3.4), and value for money (section 3.5).

### 3.1 Work delivered by Nacro Cymru

Details concerning work delivered by Nacro Cymru as part of their annual work programmes funded by the Welsh Government were obtained from several sources.

Documents held by the Welsh Government concerning such work during the period from 2009 to the present were accessed and summarised by the team (e.g. progress reports, minutes from review meetings, etc). All but a few of these documents were available electronically.

Records covering Nacro Cymru work programmes for previous years were available in hard copy going back some 10-12 years, although it was agreed at the start of the research that it would not be necessary to access and analyse all of this material.

Some of the documentation from other sources, such as those listed in section 2.2.1, was also drawn on to form an overview of Nacro Cymru's work, and finally, feedback from interview respondents formed a key part of our information concerning Nacro Cymru's work.

Taken together, these sources of information allowed the team to describe that work over time with some confidence, although each of these sources individually had its own weaknesses.

In relation to interview feedback, the content of this was sometimes inconsistent with the formal records, which again is unsurprising given that such feedback is more dependent on memory. More generally, YOT representatives in particular tended to under-describe their involvement with Nacro, in some cases because of the sheer volume of work that they had been involved in with the organisation over many years. Some YOT managers would, for example, give a long list of projects or training that they had been involved in with Nacro, and then remember more as the interview progressed. (Or, evidence that involvement had been wider would be illustrated in the documents.)

Comments of the following sort were sometimes made by YOT Managers in particular:

*I've run into them in different guises over many years.*

respondent 19

*To be honest I'm having trouble remembering all of it.*

respondent 18

*Phew! - quite a lot over the years.*

respondent 15

Some respondents also commented on work which was clearly not part of the WG-funded annual work programmes – such as Nacro's national briefings for example, or their responses to national consultations or other policy developments – and more generally, the evidence

concerning the specifics of Nacro Cymru’s work programmes was not always clear. Interview respondents in particular had widely differing views about this ( - see section 3.1.4 in particular, where we discuss this issue in more detail).

Drawing on all of these strands of information the research team assembled a summary description of Nacro Cymru’s work by “strand” (e.g. training, research projects etc.) over time, covering the period from 2009 to the end of 2011 (the first quarter of 2012 was omitted because the research team had only partial information for that time period while the research was being conducted). This summary is attached in tabular form as *Appendix 3 – Nacro Cymru’s work: a summary timeline with work strands, 2009-2011*.

Columns on that table represent key types of work – “projects”, “work with YOTs, and “other training, events, networking”. The first category is meant to contain details about pieces of work which had separate briefs and were relatively self-contained, although the dividing line between a “project” and other forms of work is obviously somewhat arbitrary. Each project has been represented as a coloured bar whose length is determined simply by the start and end date of the work (as determined from official documents and respondent feedback). Specific events within each project bar are then mapped across quarters and years. In some cases where descriptions of a particular piece of work were somewhat vague in both the available records and respondent feedback, they were not represented on the table.

The informality of some of Nacro Cymru’s contributions are no doubt linked to some gaps in our description of this work (see section 3.1.3.1, in particular), and there were also some obvious difficulties involved in identifying start and end dates for some strands of work. A research project can have a long preliminary discussion phase where it features in the formal records long before actual work begins “on the ground”, for example, and consultation work which accompanies the release of a final report can also make it unclear when delivery of a particular piece of work has actually ended. The situation is complicated further by the fact that many of Nacro Cymru’s individual projects have generated a range of “spin-off” and/or contemporaneous work over the years – including training in the wake of a particular report for example, or practice audits on the back of key sets of findings.

In spite of these limitations, the presentation is useful for conveying in a summary manner the breadth and complexity of the work delivered as part of Nacro Cymru’s annual work programmes, and for highlighting the extent to which the components of that programme are sometimes inter-linked in practice.

Further details concerning each of these strands of work are presented separately, below, based on the qualitative and documentary evidence referred to in section 2.2.

### **3.1.1 Training**

Of all the strands of work delivered by Nacro Cymru, training was probably the most familiar to the widest range of interview respondents, which is not surprising given that Nacro has been involved in training focusing on youth and criminal justice for many years.

Training provided by Nacro Cymru as part of its annual work programme has varied widely in terms of its purpose and content. In some cases it has been designed and delivered in

response to specific requests from individual YOTs for example (via a number of communication routes), and in other cases it has been designed more pro-actively or strategically, to focus on wider priorities (such as the “participation work” featured in the All Wales Youth Offending Strategy (AWYOS), for example).

In terms of subject areas, topics such as the following were referred to in the documentation and respondent feedback:

- participation, and engagement of young people;
- assessing dangerousness;
- pre-sentence report (PSR) and other report writing;
- specific dispositions or orders, such as Youth Rehabilitation Orders;
- bail support, bail and remand, and an introduction to the new remand provisions in the Legal Aid Punishment and Sentencing of Officers Act 2012;
- intervention planning and design;
- mental health and young people, and
- risk management.

Of the training delivered by NC, most appears to have been targeted at practitioner audiences, although some has also been more strategic in nature or targeted at management level YOT representatives for example. Some of the training was also multi-agency in nature (i.e. it involved participants from a range of agencies).

Concerning the timing and frequency of training events, some periods have obviously involved more intensive “bursts” of training activity than others, but on average, the records and feedback suggest that some 10-15 events are delivered per year (i.e. as part of NC’s annual work programmes).<sup>4</sup>

Respondents commented at some length on training provided by NC, and the bulk of this feedback was positive (although in some cases it was not clear whether the training itself had actually been commissioned by the relevant YOT, or whether it had been part of NC’s annual work programmes). Positive features of NC training such as the following were highlighted by respondents:

- in contrast to “off the shelf” training as offered by some providers, NC training was described as being very well tailored in terms of its content, to the specific interests and needs of the organisation requesting it, and to the context in which the recipients deliver their work;

---

<sup>4</sup> We are referring here to whole group training events, rather than very small group meetings to discuss or address particular issues; records concerning smaller scale meetings are not always clear, although there appear to have been quite a few such meetings over the years – small group meetings involving members of YOT Managers Cymru (YMC) appear to have been numerous for example, but details concerning them have not always been recorded, and are not accurately reflected on the table at *Appendix 3*.

- in terms of delivery style, it is usually accessible to the groups that it is meant for;
- it has a practical focus, but one that is also informed by an understanding of wider developments in the youth justice and related fields.

Comments such as the following are illustrative:

*We've had training before from them and we trust it. We know what we'll get.*

respondent 22

*Nacro has done some training for us – back when I was a practitioner also. Pre-sentence reports training, which was invaluable. [They] delivered it to all case managers. . . . This helped us with quality assurance. . . . There has been training on Bail Act, which all my practitioners did. Very good quality my staff said. Comprehensive as well. The training is always very good in quality. They also keep abreast of evolving developments.*

respondent 12

*Recently, e.g. they put on Bail Act training . . . My staff went on it. They were already experienced, but it was still very good. In an area where business is decreasing – there is less and less court work really, and it's easy for them to get de-skilled. I'd be hard-pressed to see who else could have done that.*

respondent 16

Some of the respondents' comments on NC's training were more mixed, although as noted earlier, negative comments overall were very much in the minority:

*We get generally good feedback. But there are occasional problems. We have had training in the past [that] was a bit high brow for some of the staff. They needed something pitched a bit lower. Maybe we didn't brief Nacro well enough. . . . We shared this with Nacro and they were sympathetic. It wasn't that we were disappointed, it was about putting things right the next time. The general level is from good to very good.*

respondent 26

*A lot of their training for us was based on theoretical level stuff, and the legislation. That's useful because you need to know that, but we also needed some guidance about what we do with that in terms of our practice. . . . I think practitioners were better informed, but we did have to look, as managers, at how practitioners should work with that material that Nacro gave us.*

respondent 24

Unsurprisingly, a number of YOT respondents also made positive reference to the fact that some of the training provided by NC over the years has not required them to “dip into their own budgets”, as it was funded as part of NC's annual work programme. Some suggested that if that resource had not been available, some of that training might not have taken place. The following respondent commented on the cost issue, and also referred to the way in which NC is able to “tailor” their training to local need:

*One thing that gives Nacro the edge is that they know YOTs in Wales very well. They know the staff, they know the country, and they know the practitioners. So they can pitch the training just right. . . . Of course others who could have done it would also have charged us. And we wouldn't have known whether they'd get it right – but we always know that Nacro will deliver properly. That kind of work is classed as "support for YOTs".*

respondent 16

We return to issues concerning the alternative provision of training in section 4.1, below.

### **3.1.2 Projects**

As noted in the introduction to section 3.1, the strands of work categorised as “projects” within this report are those that were relatively self-contained and had a specific and separate brief that had been agreed between NC and the WG (and sometimes other key stakeholders).

They varied in terms of their complexity and duration, with some being small-scale scoping exercises (involving production of a brief literature review for example, or a quick consultation exercise focusing on particular areas of YOT practice), and others being longer term and much more elaborate pieces of “applied research” with multiple work strands, sometimes involving intensive primary data-collection and also detailed secondary analysis of official data.

A number of illustrative examples are provided below in summary form; others can be found in the first three “work strand” columns in the chronology included as *Appendix 3 – Nacro Cymru's work: a summary timeline with work strands, 2009-2011*.

The examples below are returned to in section 3.5, where we offer some comments on costs.

Project	<u>Accommodation and young offenders in Wales (1) - Youth offending teams, young people and accommodation</u>
Purpose, aims	As part of its work programme with the Welsh Government, Nacro Cymru undertook two phases of research focusing on issues relating to the accommodation needs of young people who offend. The work was linked to strategic targets identified in the All Wales Youth Offending Strategy: <ul style="list-style-type: none"> <li>➤ to evaluate the extent to which the needs of young offenders have been addressed within local homelessness strategies</li> <li>➤ to assess the extent to which the needs of young people are addressed in the Supporting People Operational Plans</li> <li>➤ to advise the Youth Justice Board and YOTs on the setting of appropriate targets for all young offenders released from custody into arranged and suitable accommodation</li> <li>➤ to ensure through the Youth Justice Board and local authorities that all YOTs are working to identify the housing needs of young offenders in their areas and to ensure that this informs the contribution and involvement with local homelessness and “supporting people” planning processes</li> </ul>
Key strands, final data-set	<ul style="list-style-type: none"> <li>➤ each YOT in Wales was visited and a questionnaire completed with respondents (n=22);</li> <li>➤ YOT data concerning young people who were sentenced to custody in 2004 were examined to identify specific issues in relation to accommodation or housing;</li> <li>➤ the characteristics and circumstances of those young people for whom accommodation issues were highlighted, were examined to see how these issues informed post-release planning processes.</li> </ul>
Research sites	All 18 YOTs in Wales
Timescale	The research was undertaken during 2005, although some earlier planning work took place in 2004. The first report emanating from the research was released in 2005, and focused on housing and accommodation issues from the perspective of YOTs - <a href="http://www.nacro.org.uk/data/files/nacro-2007121901-105.pdf">http://www.nacro.org.uk/data/files/nacro-2007121901-105.pdf</a>

Project	<u>Accommodation and young offenders in Wales (2) - Custody and young people’s living arrangements</u>
Purpose, aims	The second phase had the same general aims as the project above, but involved a more specific focus on the relationship between homelessness, crime and custody, as reflected in official YOT data.
Key strands, final data-set	<ul style="list-style-type: none"> <li>➤ the main strand of the research involved accessing and analysing ASSET data from across Wales, concerning 452 young people who had been sentenced to custody during 2004;</li> <li>➤ the analysis focused on details within ASSET concerning living arrangements of these young people, as entered by YOT workers at various points in relation to young people who received custodial sentences;</li> <li>➤ the ASSET data required considerable cleaning and amendment before analysis could be undertaken (because of difficulties around duplicate forms, for example, but also because of differences in formatting across YOTs in Wales).</li> </ul>
Timescale	As for the above project, although the bulk of the ASSET analysis took place during 2005. The second report on the work was released in 2006 - <a href="http://www.nacro.org.uk/data/files/nacro-2007121902-258.pdf">http://www.nacro.org.uk/data/files/nacro-2007121902-258.pdf</a>

Project	<u>The role of mental health practitioners in youth offending teams in Wales</u>
Purpose, aims	The purpose of the research was to examine the arrangements YOTs have for delivering mental health services to children and young people with whom they come into contact, and more specifically, to assess <i>“how YOTs access health expertise, the extent to which arrangements are supported by protocols and working agreements, the provision of training to health specialists within YOTs and practitioners, the use of screening tools, access to and delivery of mental health services to children and young people and reviewing and monitoring performance”</i> .
Key strands, final data-set	<ul style="list-style-type: none"> <li>➤ brief literature review (covering mental health provision both in and outside Wales, the role of mental health practitioners, and mental health and youth justice);</li> <li>➤ interviews (n=26) carried out with all YOTs in Wales (managers, mental health professionals or other members of staff); the data-collection involved the use of a lengthy structured questionnaire (which also included some open response questions);</li> <li>➤ “case study” feedback - some participants were asked to consider two case studies provided to them by the researchers, and to comment on issues raised by these (and how they would address them).</li> </ul>
Research sites	All 18 YOTs in Wales
Timescale	The research began in mid 2007, and interviews took place between September 2007 and February 2008. A draft report was circulated to YOTs in June 2008, and the final report was published in 2009 - <a href="http://www.nacro.org.uk/data///files/nacro-mh-practitioners-in-yots-in-wales-09-762.pdf">http://www.nacro.org.uk/data///files/nacro-mh-practitioners-in-yots-in-wales-09-762.pdf</a>

Project	<u>Evaluation of the all Wales Army Cadet Force Association (ACFA) Outreach project in Wales in 2007</u>
Purpose, aims	<p>During 2007-08 the Welsh Assembly Government provided funding to ACFA to work in partnership with YOTs and secondary schools to engage with young people at risk of offending and social exclusion. NC was commissioned to evaluate the project. The aim of the evaluation was:</p> <ul style="list-style-type: none"> <li>➤ to examine the impact of this work on young people who participated in 2007 in Wales;</li> <li>➤ to examine the reasons for their referral to the programme, and</li> <li>➤ to assess whether involvement resulted in an improvement in their behaviour (offending and otherwise).</li> </ul>



EVALUATION OF SERVICES PROVIDED BY NACRO CYMRU TO THE WELSH GOVERNMENT – FINAL REPORT

Key strands	<ul style="list-style-type: none"> <li>➤ semi-structured interviews were undertaken using a questionnaire with ACF staff (project leaders and other key staff) who administer and run the courses; semi-structured interviews with partner agencies (schools and YOTs) were also held;</li> <li>➤ the views of young people and a small number of parents were obtained through: <ul style="list-style-type: none"> <li>• focus groups</li> <li>• questionnaires</li> <li>• interviews;</li> </ul> </li> <li>➤ telephone interviews were carried out with other YOTs</li> <li>➤ quantitative data concerning referrals and their outcomes were collected and analysed;</li> <li>➤ referral forms and three- and nine-month evaluation forms for each participant who attended outreach were assessed. These included details on improvements in behaviour that had been problematic prior to referral.</li> </ul>
Final data-set	<ul style="list-style-type: none"> <li>➤ 27 staff were interviewed;</li> <li>➤ 44 young people took part in focus groups and questionnaire completion;</li> <li>➤ 43 postal questionnaires were distributed to those who had not attended the focus groups (13 were returned – 30 per cent);</li> <li>➤ one face-to-face interview took place with a young person from Monmouth Torfaen YOT, using the same questionnaire as for the focus group;</li> <li>➤ in total, the views of 58 young people who completed courses in 2007 were obtained (37%);</li> <li>➤ a focus group was held with six parents/carers of young people who had taken part in Glamorgan ACF and RCT YOS Partnership for Youth project</li> </ul>
Research sites	<ul style="list-style-type: none"> <li>➤ Clwyd, Dyfed, Glamorgan, Gwent, Powys</li> </ul> <p>Telephone interviews carried out with respondents in:</p> <ul style="list-style-type: none"> <li>➤ Carmarthenshire, Ceredigion, Gwynedd Mon, Merthyr Tydfil, Newport, Pembrokeshire, Powys</li> </ul>
Timescale	<p>The research took place during 2008, and the final report was released in 2009. Findings are summarised in that report: <a href="http://www.nacro.org.uk/data/files/acfa-outreach-project-in-wales-2007-761.pdf">http://www.nacro.org.uk/data/files/acfa-outreach-project-in-wales-2007-761.pdf</a></p>

Project	<u>Reducing Custody – Merthyr Tydfil/Bridgend</u>
Purpose, aims	In order to learn more about key issues in relation to youth custody rates in Wales (itself an important priority within the AWYOS delivery plan), a decision was taken to undertake a study focusing on two areas having relatively high rates, rather than to undertake a comparative study of high and low custody areas in Wales. The purpose of the study was to examine factors which might be related to these high levels of custodial sentencing.

Key strands, final data-set	<ul style="list-style-type: none"> <li>➤ a formative literature review (available at: <a href="http://www.nacro.org.uk/data/files/welsh-custody-literature-review-dec09-828.pdf">http://www.nacro.org.uk/data/files/welsh-custody-literature-review-dec09-828.pdf</a>);</li> <li>➤ examination of published Youth Justice Board workload data from 2004/5 to 2009/10 ;</li> <li>➤ interviews with YOT managers, senior practitioners, and operations managers at each YOT, and with court and bail officers, youth court magistrates, judges, and legal advisers (a total of 35 across both sites). All interviews were undertaken using semi-structured questionnaires;</li> <li>➤ all magistrates interviewed were shown a case study and asked to comment on what sentencing outcome would be appropriate and how they had come to this decision;</li> <li>➤ analysis of 40 pre-sentence reports in total from both areas;</li> <li>➤ data concerning individual young people was examined from each YOT’s case management system from 2004/5 to 2009/10;</li> <li>➤ a small number of young people were interviewed in Parc YOI about compliance, enforcement and breach.</li> </ul>
Research sites	Merthyr Tydfil, Bridgend
Timescale	The research began in the third quarter of 2009, and two separate final reports were issued in March 2011 (one focusing on Bridgend - <a href="http://www.nacro.org.uk/data/files/bridgend-custody-study-mar11-904.pdf">http://www.nacro.org.uk/data/files/bridgend-custody-study-mar11-904.pdf</a> and the other focusing on Merthyr Tydfil - <a href="http://www.nacro.org.uk/data/files/merthytydfil-custody-study-mar11-905.pdf">http://www.nacro.org.uk/data/files/merthytydfil-custody-study-mar11-905.pdf</a> ).

In terms of respondent feedback, all of the respondents had at least some direct experience of projects delivered by NC, and YOT representatives in particular commented on projects that they had been involved in. The custody study stands out in the respondent feedback and appears to have been taken seriously by a very wide audience in Wales; many respondents referred to it as having had an impact on practice and awareness among key youth justice stakeholders (see further, section 3.4). It is worth noting that this particular study also had very active oversight and involvement from the YJB, and strong input from the Welsh Government’s Youth Justice team. Unlike some of the other projects described in this report, the sentencing study involved a bespoke steering group which was created to ensure a broad range of stakeholder oversight and input to the work.

Again, the bulk of the comments and projects delivered by NC were positive, and they tended to range more widely than just being comments about the quality of these projects or the manner in which they were delivered. Many respondents apparently felt well served in terms of dissemination and follow-up – with it often being claimed that projects did not simply end with a final report that was filed in the office, for example, but that findings from NC’s various scoping and/or applied research projects were taken up and engaged with by key stakeholders. A few YOT respondents felt that a commitment to this kind of follow-up and engagement work by NC made them stand apart from some other providers of applied research products (who may be perceived to deliver what they are paid to deliver, and then leave the scene, as it were).

### 3.1.3 Support work for YOTs

Nacro Cymru has also been involved over the years in supporting individual YOTs – both in terms of providing information and advice to those who approach the organisation for this, and in terms of more focused programmes of support involving several different strands of work. More focused support programmes have been used, for example, for YOTs that were identified as “struggling” with particular practice issues, or that had had particular practice weaknesses identified in inspection reports.

This strand of work has varied widely in practice, ranging from highly informal, peripatetic support and advice provision, to multi-faceted and coordinated programmes of support covering several inter-related practice areas. This type of provision is described in more detail in the following two sections.

#### 3.1.3.1 “On tap” support

The interview feedback suggests that NC is regarded by some YOT representatives as being kind of “knowledge resource” (as one respondent put it) which they can access for quick feedback depending on individual need. About two thirds of YOT representatives suggested that they use NC in this manner, and comments of the following sort were typically made:

*We also still draw upon Nacro on an ad hoc basis – regarding polices and guidance, practice and such. If we need some information or some assistance with a query.*

**[Interviewer] Do you mean that you pick up the phone and speak to them about these things?**

*Yes. We can pick up the phone to get advice. Not all the time, but now and again. I’ve done it myself a few times [recently].*

respondent 19

*I would often ring them for advice or information.*

**[Interviewer] Would others on your team also do this?**

*Sometimes, yes – I’d say “ring [NC] and ask them”. . . . Nacro is certainly approachable – as I say we can use them over the phone, and other team members also use them. If Nacro doesn’t know the answer they will find it, or direct us to proper sources of information. . . . They save us time. And without a shadow of a doubt, we trust them.*

respondent 14

Some who made such comments also appeared to think that provision of this kind of support was part of NC’s work programme (which it may have been in the past, but more recently it has not been specified in the work programme):

*So we’ll ask [them] questions – have you got any test cases? Any examples, etc.? We use [them] like that. . . We just give [them] a ring. [They’ve] never been anything but helpful. [They] always come through. . . . That is a valuable commodity. My ops managers also use them. We don’t do it every day, but we need that. I assume that’s part of [their] work programme.*

respondent 17

*Some of my team also use Nacro as a sounding board – e.g. on issues about youth engagement. We will just pick up the phone and ring them. There isn't a problem in us doing that. Part of the work programme is about that kind of quick support.*

respondent 22

As noted above, some YOT representatives noted that they have never “used” NC in this manner, and one or two also offered more specific reasons for this:

*I don't use them on tap at all. I don't pick up a phone and ask them those kinds of things, and I don't think others on my team do. I think I would know if we did that. But I haven't.*

respondent 15

*Not really. We would phone the YJB rather than Nacro to get answers to questions about legislation or difficult practice issues. [NC] could give us an opinion on those things, but the YJB are responsible, and they are the authority. The other thing to say is that [NC staff are not] current practitioners.*

respondent 25

Other YOT respondents also drew comparisons between NC and the YJB as possible sources of advice about practice issues, and more generally, about the kinds of issues that they would approach each for:

*If I wanted to speak to the YJB I know what issues I would go with – performance, etc. But if I wanted to speak with someone about practice issues it'd be Nacro. I'd always approach them about practice issues.*

respondent 20

Other comments suggested that questions about “who to approach” were just as relevant to perceptions about responsiveness and reliability, as to perceptions about specific expertise:

*Using anyone else, you'd have to build up that trust again and it takes time. Sometimes I ring up the YJB and ask do you know anything about this? Their responses are nowhere near as useful. . . . For what I'd ring Nacro about, I wouldn't necessarily use the YJB – just sometimes. . . . We could instead email other YOT managers about such things, because we do know each other very well. So sometimes you try the YJB but they say why don't you try your colleague YOT managers? If you get that once, you tend not to go back.*

respondent 22

*[NC] act as a knowledge resource. We can ring [them] up and ask “do you know any YOTs that are doing xyz?” So in that way they've played a role in sharing good practice. . . . Because of the turnover in the Welsh Government and the YJB<sup>5</sup> we tend not to do that with them.*

respondent 23

---

<sup>5</sup> The speaker in this case was referring to the YJB in Wales, rather than London.

We return to some of these issues in section 3.3 (on assessing quality), and section 4.1 (focusing on alternative providers).

### **3.1.3.2 Focused programmes to support individual YOTs**

As noted in the introduction to this section, NC's work programme has included periods of more intensive work with individual YOTs, sometimes focused around the findings of critical Inspection Reports for example, or in anticipation of upcoming inspections or reviews.

Work of this kind has included:

- audits of particular practice strands (e.g. using standard tools used by Inspectors);
- assistance to key YOT staff in drafting policies and procedures;
- “dummy run” reviews of existing case records/reports, and
- targeted training (e.g. around report writing, assessments, methods for engaging young people, and risk management).

In some cases, the training component of this kind of focused support appears to have been quite intensive – one YOT manager made reference to having received between 10 and 15 training days overall during one of these programmes of support, for example.

Stakeholders from areas having received such support were generally quite positive about that input and its relevance to particular areas of their practice, but although some of these respondents commented at length on that support, it was difficult to include specific comments in this section for reasons of confidentiality.

The evaluation team also examined Inspection Reports for YOTs across Wales in order to cross-check some of the claims made about identified short-comings in relation to individual YOTs, and to contextualise some of the descriptions given to us of inputs made by NC and their impacts. These two separate sets of information proved to be quite consistent.

Further comments concerning the quality and impact of this work are provided in sections 3.3 and 3.4, respectively.

### **3.1.4 Work with YOT Managers Cymru**

YOT Managers Cymru (YMC) was created in 2000 to provide an umbrella forum where Welsh YOTs as a group could consider developments in youth justice and the impact of these on YOT practice, and where they could also discuss and agree joint positions on key topics.

The group usually meets six times annually, and meetings themselves (which are held over a two day period) are hosted on a rotating basis at various locations throughout Wales. The Chair and Vice-Chair of the group are elected for a two year period, and members of the group also represent YMC on other committees and networks.

Seventeen of the 18 YOTs in Wales were represented on the group at the time of the research (with Vale of Glamorgan YOT not being involved).

Nacro Cymru has been involved with YMC since its creation, and the group has been an important part of NC's youth justice network in Wales since that time. NC has also provided YMC with several key strands of support work over the years:

- administrative/logistical support for YMC meetings and events,
- assistance with YMC website development and maintenance, and
- assistance with the development and dissemination of YMC position papers and consultation responses.

NC's involvement with YMC certainly raised controversial issues during the evaluation, and feedback about this strand of NC's work also tended to vary widely according to "stakeholder interest" – with YOT representatives tending to be highly positive in their comments and likely to praise Nacro Cymru's role in this work, for example, and non-YOT respondents being more likely to question whether an organisation such as Nacro Cymru should be providing such services at all, given its role in delivering funded work for the WG.

Differences of opinion were perhaps clearest in relation to the provision of the first strand above (and of support such as minute-taking at YMC meetings in particular), but were also evident in relation to assistance provided by Nacro Cymru in the development of YMC position papers and responses to relevant consultations.

With regard to the latter, there was some suggestion that members of YMC were not always as aware of the specific content of the group's official responses as they might be if NC was not involved in helping them draft them, and this issue is probably linked to that of the group's trust in NC more generally. This appeared to the research team as reminiscent of cases where public authority leaders delegate drafting of key documents to carefully selected staff members and then regard the matter as being handled – having only cursory subsequent involvement, sometimes involving only a fairly superficial "signing off". In this sense having competent and trusted staff can lead to a sort of complacency, though not one without a solid anchor in previous judgements about competence and delivery. To put it another way, it did seem from some of the respondent feedback that NC was regarded as a "safe pair of hands" in this regard.<sup>6</sup>

Concerning minute-taking in particular, views varied widely across respondents as noted earlier, with non-YOT respondents tending to point to what they saw as the oddity of having a voluntary organisation providing a secretariat for YMC, which was after all set up by its members for its own purposes and in its own interests. YMC members tended instead to point out how difficult and technical this strand of NC actually was, and how it required a fairly unique skill set that would be difficult to find anywhere else.

---

<sup>6</sup> As noted in section 3.2, it has more recently been clarified for Nacro Cymru by the WG, that the provision of assistance to YMC in relation to consultation documents and similar work does not form part of the funded annual work programme.

In short, the feedback about these issues tended to vary not in terms of perceptions about the quality or value of this work to YMC itself, but about its status or appropriateness – we return to this issue at the end of this section.

As noted above, feedback from YOT respondents was consistently positive about NC support for YMC generally, although it is worth noting that YOT respondents composed the majority of interview respondents, as the figures presented at Table 1 suggest.

A majority of YMC members commented both on the “independence” of NC, and on the background knowledge and expertise that they have brought to this strand of work:

*They are a key partner at YOT managers Cymru. They have a very important role in facilitating the work that YOT managers are trying to do. They have a unique role in relation to this because they're outside; we're not accountable to one another. But they are a critical friend to YOT managers, and professional facilitator. YOT managers have great respect for those individuals. So they're a well-respected critical friend. . . . Nacro pulls us back to task, is very professional. They've got no agenda. . . . Without Nacro, we'd just retreat into running our own services. The strategic work would just suffer.*

respondent 16

*I've found it very useful. Independent eyes, and [they've] got the time to do that for us.*

respondent 11

*[NC] has worked with us on the website, and has helped us to get together in relation to consultation documents. [They] look at those things with a new pair of eyes, and also challenge us. . . . [They] tell us that “I'm not sure this is right” and tell us why. [They] have this clarity of thought, and help to steer us to a conclusion that we can all accept. . . . I think [their] independence is a key part of why [they're] able to be involved in this way.*

respondent 14

*But the main contribution that impacts on my own role is work that Nacro Cymru does with the YMC. . . . It is an invaluable role they play on YOT Managers Cymru. Without personalising it, I think there's a strength there in terms of the person doing it. [They] know what's going on with the Welsh Government and other things in YJ. [They] know the field so well in Wales, so we get some value from [that] involvement kind of indirectly. . . . But it almost feels like there's a fresh pair of eyes there. Someone who is a bit more objective, and can challenge us in the manner of a critical friend.*

respondent 19

*There was a difficulty in relation to youth justice being non-devolved of course. So Nacro was very much an ally for YOTS in Wales at that time, and they did understand the Welsh context. . . . [W]e as YOT managers in Wales formed YOT Managers Cymru so we could begin to influence the Government policy and also shout out the Welsh agenda to get priority with the YJB. . . . Nacro helped us with this, helped us to take a view from a step back and tell us what we should be doing. They were our honest*



*broker in that, and they delivered very high quality facilitation. . . . After a while we then had a group of people who knew where they wanted to go, but the group as a whole didn't have the expertise in some areas to start delivering. So we wanted Nacro to help us with that even more. . . . We then recognised that our admin support for YOT Managers Cymru needed to be taken forward. So we negotiated with WAG to have some of Nacro's commissioned time for us. . . . Then once we had them, we used them.*

respondent 18

The latter comment is interesting at least partly because it suggests that the respondent understood that “administrative provision” was part of an officially agreed form of support, even though such provision seemed to be fairly controversial across the range of feedback. Other YOT respondents also made reference to this “arrangement”:

*This work has been vital. We could never have created the capacity to do that. Without [NC], it would not have developed in as good a manner at all. . . . We used to be lumped into London-based thinking about YJ in Wales. That's why we set up YOT Managers Cymru; we needed to. But between us we've had to fund that. We always put in little bits. We don't have the kind of resources that the English association does. . . . I don't know how it came together that the WAG was willing to put that resource onto a more contractual basis. . . . This was a very valuable resource. They have a very good understanding of YJ, but also of the Welsh context.*

respondent 15

YMC members also suggested that NC's contribution to the work of the group at actual meetings involved a much wider range of skills than more routine “note-taking” would require:

*[NC's] role there is really helpful. Not only do [they] take the minutes, and do the coordination, but [they] bring [their] knowledge with [them]. But [they are] much more independent – than the YJB, the Welsh Government, and so on. [They] will always follow up and get back to us. . . . I'd worry about getting it wrong. An actions record for example. It's not easy to understand some of the discussions even as a YOT manager. So to have [them] is great. It's good to have the minutes regarded as independent and balanced. It is a highly skilled exercise. . . . Now they're keeping us up to date, and we need that. . . . The support is needed.*

respondent 21

*[NC] takes the minutes, but [they are] more like a business manager. [They] play a kind of strategic support role. That's the way to put it. . . . A standard admin person would find it difficult to do that secretariat support. [NC] does more than just take notes. [They] remind people of things, use [their] knowledge to inform the discussion. We sometimes have heated discussions at YOT Managers Cymru meetings (which are two days long), and [NC] can just steer that. [They] provide a bit of focus. We'd lose a lot without [them].*

respondent 25

Another respondent described NC's support work more generally as “glue” that has helped the group to harmonise otherwise disparate activities:



*Their role has always been a very positive one. Providing that consistency, experience. Interface with Welsh Government. It's been useful in terms of coordination of responses to consultations as well. They've supported an all Wales approach really. There are capacity issues of course, since YOTs in Wales (and YOT Managers Cymru in particular) do not have much resources. Nacro Cymru have been some of the glue that's been needed to hold things together.*

respondent 23

As the latter comments also suggest, some respondents were keenly aware of what the implications of losing that sort of support function might be:

*The support for YOT Managers Cymru is great, and Nacro helps with that. We share our consultation responses for example. Nacro will assist on that. . . I'd hate to see it lost.*

respondent 13

*Assisting with consultation responses on behalf of YOT Managers Cymru, that is huge.*

respondent 20

*That group is crucial to us. . . it's about keeping your finger on the pulse, and it's very beneficial. Having Nacro there is a real asset.*

respondent 12

*[NC] gets a lot of tasking from that group. [They] sometimes works with small groups to pull together a position paper on occasion. Then we discuss. We couldn't do that without them really.*

respondent 17

*Good is the fact that they keep us on track. [They are] also independent; and can both help to coordinate us, and facilitate some of the discussions. . . .We've discussed before what we'd do if we didn't have Nacro – not that we'd have any money for it. The support has been beneficial. I guess we'd have to buy something in, OR, we'd have to do it ourselves. Some elements could maybe be done by someone else. Maybe ex-YOT managers could do it for example. But some of what we get from Nacro also has other benefits – they do criminal justice work for example.*

respondent 15

Finally, while members of YMC seemed well aware of the value of having support from Nacro Cymru (particularly in the current public spending climate), there was no evidence that such a resource was taken for granted by them.

In fact, some suggested that the existence of such a resource was evidence of the Welsh Government's commitment to good practice in youth justice - and perhaps also to YMC more directly, as a key "asset" for delivering on a range of policy and practice commitments in youth justice. There was also however an evident acceptance of the possibility of reduced service of this kind in the current climate, which came out in particular in feedback

concerning the advantages and disadvantages of putting the provision of this (and other work) out to open tender (see section 4.3).

To return to the issue of how NC's involvement with YMC has actually been related to NC's annual work programmes, interpreting the overall evidence was a particular challenge for the research team. As noted earlier, the interview feedback in particular included perceptions that were diametrically opposed, and the documentary evidence also sometimes lacked detail.

However, it is clear that *some* involvement with YMC has been referred to within NC's work programmes – work with YMC is included as a row in the 2010-2011 programme for example, where one of the listed requirements is to develop induction/information for new YOT managers. That programme also includes reference to a fairly open requirement to “work with YOTs in Wales on a national, regional and individual basis and respond to requests from YOTs for individual consultancy, training and support on an agreed basis with WAG, YJB and YMC”. Other programmes contain similar references – the 2011-2012 programme includes a requirement to undertake further work on the “devolved inspection reports”, and to “facilitate through YMC + Vale an overview of actions that have been undertaken across Wales in response to the Devolved Inspectorate Report of YOTs”.

The overall evidence also makes it clear that some forms of involvement with YMC that are not directly specified in the work programme would clearly be assumed by all parties to be relevant to other work strands that *are* so specified – if liaison with the group would assist NC with a mapping exercise for example, there is a clear sense in which such liaison would offer a more cost-effective method for aiding the delivery of that task, than consulting all YOT managers individually.

More generally, all stakeholders would probably agree that if strategic youth justice work would be greatly aided by the facilitation of positive relations with YOT Managers across Wales, for example, the provider should take steps to liaise with YOT managers in a manner which would be likely to generate productive relations – and accessing YOT managers via YMC would seem to be a cost-effective and efficient way to achieve this. In other words, the means by which good relations might be fostered are not specified in the work programme directly, but might be justified by a need to implement most effectively, other strands that are so specified.

It is also clear that involvement with YMC has been referred to regularly in reports on progress that have been submitted to the funder – in particular, that meetings have been attended, that discussions have been held with sub-groups, that YMC meetings have been used by the provider to kick off a process of feedback collection, and so on. Hence, a certain amount of involvement with YMC must have been regarded by all parties as being appropriate.

However, the most important issues raised by the evidence in relation to this strand of work are about how far NC's involvement with YMC should extend as part of the official work programme, and it was argued strongly and persuasively by some respondents that some of the support provision outlined above simply went beyond what the maintenance of productive networking would normally require. It is of course also the funder's prerogative to

specify what forms of work their funds should generate, and given that there are also other difficulties associated with a very informal and responsive relationship between NC and YMC (see further, section 4), it is understandable that the funder has taken steps during the period of the evaluation, to specify much more clearly what the scope of NC's involvement with YMC should be.

### **3.1.5 Strategic work**

Clearly, much of the “strategic work” delivered by NC as part of its annual work programmes is best described not as a separate work strand (e.g. in the way that training or research can readily be described), but in terms of a framework into which many of the other strands could themselves be placed. Many of the scoping exercises and applied research projects delivered by NC were prioritised precisely because they were strongly linked to specific strategic objectives for example.

But the strategic landscape in which the NC work programme is delivered (and in particular the AWYOS and related policies) was much commented on by youth justice stakeholders - and also provides a key “grid” for contextualising that work and assessing its contribution or impact – so it is worth making some comments on this separately, and highlighting some of the respondent feedback on these issues.

The *All Wales Youth Offending Strategy* (AWYOS) was published in 2004 after joint development by the Welsh Assembly Government and the Youth Justice Board. The Strategy was strongly linked to the United Nations Convention on the Rights of the Child, and placed a strong emphasis on the prevention of offending, and on the rights of children and young people. Adopting a holistic and “entitlements” focus, the strategy also sought to position itself in a coordinated manner both with wider legislation and practice outside Wales, and with other key areas of Welsh social policy and the delivery structures associated with these.

The AWYOS outlined five key levels of intervention (i.e. preventative, early intervention, community sentence, custody, and resettlement) and specified a range of performance measures and targets for these.

After a subsequent review of the AWYOS and its progress, the Welsh Assembly Government and the YJB issued a Delivery Plan in 2009 focusing on six key priority areas:

- Priority 1: Prevention of first-time offending;
- Priority 2: Reducing reoffending;
- Priority 3: Safe custody where required, leading to effective resettlement;
- Priority 4: Increasing engagement in learning and employment;
- Priority 5: Increasing access to suitable accommodation, and
- Priority 6: Timely access to substance misuse screening, assessment and treatment.

The document provided a summary of achievements for each priority area, and specified key performance measures for each priority for the period 2009-11. It also outlined specific delivery structures and the role to be played by key partners in delivering these measures.

Nacro Cymru is mentioned specifically in the Plan as contributing to the support of YOTs and good practice in youth justice in Wales, and is also referred to in relation to specific projects such as the custody study.

Support for the AWYOS across a wide range of key stakeholders was quite striking during the research, although there were differences of opinion concerning the extent to which some of the aims could be more than rhetorical or aspirational – particularly in the context of serious constraints on spending by public authorities.

Respondents also pointed to what they saw as a clear “fit” between the strategy and the priorities and commitments of Nacro Cymru as an organisation, and also drew links between key strands of work delivered by NC and the more general development of the AWYOS.

*There is a fit there, yes indeed. It's about having a shared approach, learning about effective practice. Avoiding "justice by geography". . . . By Welsh Government using Nacro Cymru in that role, they are supporting the strategy. . . . So the Nacro stuff should be around the All Wales Youth Offending Strategy implementation. They have been of course – e.g. the participation work. That is responding to the Welsh context also. Because that work wasn't happening at the time in England either. And since then, people in England have also taken notice of this agenda. I'm concerned about losing that. The Welsh Government work programme might not be the only way of achieving that. I don't know if it was set up deliberately to achieve that, but that's the way it's turned out.*

respondent 23

*But one of the central planks should be the achievement of the All Wales Youth Offending Strategy – it's the agreed document, a lot of consultation has been undertaken on it, and it's got buy-in. So what gets done in a work programme should be about what would support the aims and targets within that.*

respondent 15

It was also suggested by one respondent that there might be a tension between NC's support for the implementation of the AWYOS, and their support work for YMC – since the identification and dissemination of good practice might sometimes require that individual cases of YOT practice be subjected to careful criticism – criticism which could jeopardise otherwise close relationships that have developed over many years (and that have, in some cases, been “hard won”, as one non-YOT respondent put it). A related suggestion made by another respondent was that since the key aims of the AWYOS are about improving outcomes for young people, focusing on the maintenance of positive relationships between NC and YMC should never be prioritised above those outcomes.

However, feedback from YMC members did not suggest that NC had “pulled any punches” in relation to the identification of good practice or the criticism of poor practice, and others also felt that NC as an organisation had a very strong commitment to the AWYOS itself:

*Nacro does have interests in the sense that they are committed to things like the All Wales Youth Offending Strategy, to entitlements, rights of the child and so on. But that actually helps us to trust them more, because those things are part of the youth justice perspective in Wales (and part of what the Government has committed to here).*

respondent 14

A related strand of NC's strategic work concerned the report on the experience of Welsh children and young people in the secure estate (National Assembly for Wales, 2010), issued by the Communities and Culture Committee.<sup>7</sup> That report included 28 recommendations covering a broad range of areas, and after the Welsh Assembly Government responded to these<sup>8</sup>, the recommendations provided a partial focus for NC's work programme (e.g. further work focusing on accommodation, and on learning and educational needs among young people in the youth justice system).<sup>9</sup>

### **3.1.6 Networking/dissemination work**

Finally, NC's reports to the WG on progress in delivering their annual work programmes have included reference to a wide range of networking and other events over the years, although it is not always clear from the records what the distinction is between work of this kind that is anchored specifically in the work programme as jointly determined by NC and the funder, and that which is simply part of what NC as an organisation has traditionally done anyway (and is being reported on as background work that would be of interest to the funder, rather than as deliverables).

But the spread of this work is impressive, and does suggest to an outside reader that NC places a strong priority on "keeping abreast of developments", as one respondent put it.

We have also included direct work with YMC as part of this strand, and included details in the relevant column at *Appendix 3*.

---

<sup>7</sup> The Communities and Culture Committee was established on 26 June 2007 as one of the Assembly's scrutiny committees; it ceased to exist after the 31<sup>st</sup> March 2011.

<sup>8</sup> The response was issued in June 2010, and is available at [http://www.assemblywales.org/bus-home/bus-third-assembly/bus-committees/bus-committees-scrutiny-committees/bus-committees-third-ccc-home/cc\\_inquiries/cc\\_3\\_youth\\_justice/cc-yj-wag\\_response.htm](http://www.assemblywales.org/bus-home/bus-third-assembly/bus-committees/bus-committees-scrutiny-committees/bus-committees-third-ccc-home/cc_inquiries/cc_3_youth_justice/cc-yj-wag_response.htm). All of the Committee's recommendations were accepted except Recommendation 24, which concerned a proposed review of targets and performance indicators and a shift toward "distance travelled" measures. The Recommendation was rejected because a review of performance frameworks had already been undertaken recently.

<sup>9</sup> The Committee report itself also contains 10 references to previous submissions by NC to the Committee, focusing on a range of issues including the costs of secure custody, logistical problems concerning service provision to Welsh children in custody, tensions between care and control focuses, and issues concerning accommodation on release.

### 3.2 Welsh Government, Youth Justice Board, YOT Managers Cymru and Nacro Cymru – describing roles

Some of the more interesting issues highlighted in the evidence – and in the interview feedback in particular – concerned the way in which the roles of various key stakeholders in Welsh youth justice have developed and are understood.

The way in which these roles have taken shape over the years is of course related to the fact that youth justice itself is a non-devolved area in Wales, although as often noted in the literature, a wide range of other areas that impinge directly on youth justice practice are in fact devolved<sup>10</sup>.

Some of the previous comments (e.g. concerning the provision of “on-tap” support, in section 3.1.3.1, and NC’s secretariat role for YMC, in section 3.1.4) have already highlighted some of these issues, and led the research team to probe in more detail for respondent feedback about possible “tensions” across these roles.

Most respondents clearly appreciated that the different key stakeholders had different organisational “interests”, but tended not to characterise these as tensions:

*Not that I’ve picked up. I guess there is always a bit of tension between YOT Managers Cymru and the YJB. Because they hand stuff down for us to do, so there’s always a bit of tension about that. But they’re always productive tensions. I don’t get a feeling that we’re being directed. It’s more flexible than it used to be.*

respondent 19

*No. The YJB is good at generating ideas, but it’s soft touch. It monitors, provides guidance etc. But within that, there’s a view of let the YOTs flourish on their own. Nacro can focus on the detail and say here’s what we can do with that. YOTs have to be inventive and creative – lots of us cover big rural areas, and we need flexibility. But Nacro can say OK the YJB needs this done, and here’s how you might do it. So there isn’t a tension really – more a division of duties.*

respondent 12

*No. I wouldn’t say so. These are different roles. The YJB can be directing of what we do, and they hold some of the purse strings so we obviously have to listen. Nacro is independent.*

***Is that useful?***

*Yes, although it wouldn’t be if they didn’t also come with the knowledge and skills that they do. It’s never been crystal clear what the links are - between Nacro and the Welsh Government, YJB and so on.*

respondent 15

---

<sup>10</sup> Issues concerning the structure of youth justice in Wales and the devolution issue have been dealt with at length elsewhere – for a useful overview of youth justice in the Welsh context see Neal (2007) and more recently Drakeford (2010); a very useful separate report focusing on devolution has also been produced by Morgan (2010), and the Government response can be found in Welsh Assembly Government (2011).

*No. I'm not aware of any tension. Don't know why there would be. Nacro is in a unique position because they are very independent. That is attractive to us because they are not pitching anything to us. We obviously have a different relationship with the YJB. There are conditions of grant for their funding. If the funding went into the YJB instead, the product would be different. Sometimes the YJB fails to understand that YOTs are very accountable locally. I'm held to account by all sorts of people locally. The YJB is actually not the biggest funder of YOTS.*

respondent 16

It was often pointed out to us that the “youth justice world” in Wales involves relationships across key stakeholders that have a stronger personal dimension than one might find in England, for example. Many of the “key players” have known each other for many years, and there was a tendency for respondents not to think only in terms of key stakeholder organisational roles, but in terms of the specific individuals who occupy key positions.

This also added to the perceived “lack of clarity” concerning roles to some extent, and more generally, some of the activities of key players in the field looked decidedly odd to an outside observer.

In relation to consultation documents for example, NC has been involved in working with the YMC members to draft responses and position papers, but they have also continued to be active as an organisation in drafting their own. In relation the Communities and Culture Committee referred to earlier for example, YMC provided both a response to the Committee’s previous consultation letter,<sup>11</sup> and direct feedback to the Committee in person.<sup>12</sup>

NC also (independently) submitted their own consultation response,<sup>13</sup> and gave direct evidence to the Committee in person.<sup>14</sup> Since that time, it has been made clear to NC by WG representatives that assistance to YMC in relation to consultation responses does not form part of the funded WG work programme.

### 3.3 Nacro Cymru’s work – assessing quality

All respondents were asked for their views about the quality of work delivered by Nacro Cymru, and that feedback is summarised here with examples; the evaluation team also

---

<sup>11</sup> Available at: [http://www.assemblywales.org/bus-home/bus-third-assembly/bus-committees/bus-committees-scrutiny-committees/bus-committees-third-ccc-home/cc\\_inquiries/cc\\_3\\_youth\\_justice/cc\\_3\\_youth\\_justice-responses/cc\\_3\\_youth\\_justice-responses-yj003.htm](http://www.assemblywales.org/bus-home/bus-third-assembly/bus-committees/bus-committees-scrutiny-committees/bus-committees-third-ccc-home/cc_inquiries/cc_3_youth_justice/cc_3_youth_justice-responses/cc_3_youth_justice-responses-yj003.htm)

<sup>12</sup> On 9 July 2009; available at: <http://www.assemblywales.org/bus-home/bus-third-assembly/bus-committees/bus-committees-scrutiny-committees/bus-committees-third-ccc-home/bus-committees-third-ccc-agendas.htm?act=dis&id=138205&ds=7/2009>

<sup>13</sup> Available at: <http://www.assemblywales.org/bus-home/bus-third-assembly/bus-committees/bus-committees-scrutiny-committees/bus-committees-third-ccc-home/bus-committees-third-ccc-agendas.htm?act=dis&id=131708&ds=7/2009>

<sup>14</sup> On 11 June 2009; available at: <http://www.assemblywales.org/bus-home/bus-third-assembly/bus-committees/bus-committees-scrutiny-committees/bus-committees-third-ccc-home/bus-committees-third-ccc-agendas.htm?act=dis&id=132942&ds=7/2009>

assessed the quality of some of the specific NC products – e.g. research reports – and comments concerning these are offered below.

Some comments about the quality NC's training work have already been offered in section 3.1.1, and it was also noted in section 3.1.2 that respondents clearly placed great value on NC's research products in particular.

In relation to NC's research, a criticism that did come up in some of the interview feedback concerned whether it was appropriate for NC to be undertaking research at all, with the view being that "research should be undertaken by trained researchers". Those holding such views were asked by the team for any examples of where the quality of NC's research products could be specifically criticised, but no examples were provided.

As noted earlier the evaluation team also examined some of the key research projects delivered by NC with a "peer review" focus, and in general the methods, analysis and style of reporting seemed entirely appropriate to the research team. However, we did regard some of the literature review sections of particular reports as being somewhat less comprehensive than they could have been, and we also identified occasional relatively minor problems on the design side<sup>15</sup>, but in terms of established standards concerning areas such as sampling, analysis, consistency of data-collection procedures, and most crucially, the way in which NC's research reports argue from an evidence-base to specific conclusions or recommendations, the reports that we examined did not suggest any serious shortcomings (and even in terms of minor criticisms certainly no more than many published academic studies would attract).

If anything, NC's research reports arguably have a distinct advantage over many of those within the related existing research literature, in the sense that they are accessible to a wider range of audiences, without sacrificing established research standards or issuing conclusions and recommendations that are unwarranted by the evidence. In cases where interpretation of a data-set is difficult because there are numerous "threats to validity", the reports that we looked at have been careful to ensure that the reader understands that a particular interpretation is tentative or subject to caveats. The reports on sentencing make reference to some key (but elusive) aspects of professional ethos or "culture" for example, which could be related to the way in which chains of decision-makers act in relation to individual young people who are sentenced to custody. This claim is hardly controversial, and is also well-established in the wider literature, but the NC reports make thoroughly appropriate use of terms that suggest that particular interpretations of this kind in their own research are plausible though not proven.

NC have in any case been very good at securing extra assistance or input if they felt that this was necessary during the delivery of their research, as can be seen in the acknowledgments

---

<sup>15</sup> There were also what we would regard as occasional errors in relation to things like questionnaire construction, although these were mostly minor – one questionnaire for YOTs utilised a Likert scale using the categories "very good", "good", "adequate", "quite poor", and "poor", for example, which is not an optimal set for quality ratings. The questionnaire was designed for completion by a very small number of respondents however, and their responses were also probed qualitatively, which would have reduced adverse effects on data quality.



to some of their final reports – where it is made clear where they have secured advice on particular methodological or research matters.

Aside from the above reference to “who should be doing research”, there was also considerable agreement across all respondents that NC’s research products in particular have been consistently useful and directly relevant to the interests of youth justice and other professionals in Wales. One respondent drew a comparison between NC’s research and “standard” research, noting that with the former:

*you wouldn’t get much on top of that – you’d just get a researcher, but not someone who could do what Nacro does . . . When you have a researcher, you won’t necessarily have someone who links things together. That’s what we want, and that’s the part of Nacro’s work that really has value.*

respondent 20

### 3.4 Assessing the impact of Nacro Cymru’s work

Although this research was not designed as an impact evaluation (and could not have been, given the timescale for the work), questions concerning the impact of Nacro Cymru’s work obviously provided a key focus during the data-collection. As noted in 2.1, the team was interested in several key types of impact, and in this section we have focused on impacts relating to:

- youth justice practice (and YOT practice in particular);
- trends in youth justice (both in terms of offending and/or resettlement outcomes, and youth justice “processing”), and
- strategic coordination (and related changes in levels of awareness among key stakeholders about key issues etc).

Evidence concerning impact comes from several sources, as detailed separately below, but it is worth offering some preliminary remarks concerning the assessment of impact.

The most useful evaluations are those that are anchored in credible (and articulated) theoretical accounts, of how particular interventions are linked to positive or other changes that these interventions appear to bring about in particular contexts. To be “useful” in this sense an evaluation has to do more than simply measure changes before and after an intervention (although this on its own can obviously be of value), and focus on those chains of causation that explain any differences in different sets of measurements over time.<sup>16</sup>

---

<sup>16</sup> Some of these issues continue to generate lively debate in the literature however, with the main arguments involving those who rate experimental methods in social research as being the pinnacle of robustness – with randomised controlled trials being the most trustworthy source of quality evidence concerning impact – and those who subscribe to scientific realist or other “theory of change” approaches to evaluation. See ARCS UK (2008) and Liddle (2008) for brief discussions of the quality standards debate.

An impact evaluation also has to have some way of conceptualising the “counterfactual”, which is simply about how things might have turned out if the intervention being evaluated or assessed had not taken place.

To illustrate some of these issues by example, a YOT team that is highly effective at engaging young people might generate higher levels of compliance, and this could over time affect both Inspection Report scores and local trends in reoffending and processing. That they are “effective” in this way could itself be a product of strong and focused management, professional ethos, effective coordination with partners, motivated team members who understand their role and are committed to practice monitoring and improvement, and an approach to training and skills-provision which is tightly harnessed to clearly articulated organisational goals and targets.

An evaluation of that YOT team would need to focus on all of those (and other) areas that are relevant to practice changes of the sort described. It would need to engage in “broad and deep” data-collection which would allow us both to describe those overall changes in performance, and link them to the (usually complex, dynamic and inter-related) processes that appear to generate them. The role of providers such as Nacro Cymru would clearly be of importance to that “mix”, in relation to practice changes within some YOTs.

In relation to assessing the impact of NC’s work in the above sense, there are several key challenges:

➤ *the interventions themselves vary considerably by type*

While many impact evaluations focus on interventions that are relatively self-contained and cohesive – such as a cognitive behaviour programme for example, or a specific community sentence – in the case of NC’s work, the “interventions” range widely from bespoke training or specific pieces of applied research for example, to focused liaison and support for individual YOTs (which itself has been quite varied in some cases), to much less formal “on tap” provision and networking activities.

➤ *the interventions vary considerably in terms of their timing, intensity, and duration*

For interventions such as training, the implementation usually takes place over a very short period of time (sometimes one event only), and in this sense can be thought of as being high intensity and short duration. Support for an individual YOT, on the other hand, can be high intensity and variable in terms of duration – as noted earlier, some programmes of support for YOTs have been multi-faceted and have involved much more than a single event (and appear to have been implemented over many months).

By contrast, “on-tap” support and advice is a low intensity intervention, but one that also varies in terms of duration, whereas support work for YMC is longer-term, but of low to medium intensity.

➤ *the interventions vary considerably in terms of the way in which they might bring about change, and the time required for these changes to take place*

In some cases, one would expect an intervention to have a fairly immediate effect which then also builds over time – if YOT staff received training to change the way in which they undertake assessments for example, it would seem reasonable to expect to see some fairly immediate changes in practice, and for these changes to be evident for longer periods to the extent that the new skills were appropriate and effectively targeted and subsequently “bedded down”. If staff receive training that is designed to encourage them to adopt new ways of engaging young people on the other hand, one would expect likely impacts only to be measurable in the medium or longer term – at which point the interventions might be linked to evidence concerning shifts in levels of compliance for example (e.g. figures on breach). And finally, joint work by small working groups to generate a response to a consultation event might help participants to clarify and prioritise relevant issues, but one wouldn’t expect this to have an impact “on the field” in the short term.

All of these factors clearly are of some importance to assessing the impact of NC’s work. In short, to undertake a defensible and robust impact assessment in relation to Nacro Cymru’s work would require a very carefully constructed (and longer term) piece of research which is designed not only to link measured changes to specific interventions, but to eliminate the key threats to validity (i.e. alternative explanations which could account for these changes independently of the work of NC).

In spite of all these caveats however, when taken as a whole the evidence is highly suggestive, and in our view, the claim that NC’s work has generated (or contributed to the generation of) some positive changes in the field, though not proven, is very plausible.

We make further comments about particular kinds of impact in the following sections.

### **3.4.1 Youth justice practice**

Definitions of “youth justice practice” can obviously vary, but we have interpreted the term quite broadly here, as referring to the way in which youth justice professionals deliver their work. Practice in this sense is also measured in a broad variety of ways, although some aspects of practice are obviously not measured at all (e.g. some of the subtleties of individual relationships between professional workers and young offenders – although probably of great importance to case outcomes - are not routinely measured).

In terms of official data, YOTs in particular are required to submit a great deal of information concerning their practice and caseloads to the YJB at regular intervals (see YJB 2011), and information from those submissions is used for a wide range of central analysis and for reports that are publicly available from the Ministry of Justice.

Some of this material is used to report on broad trends in youth justice (such as changes in numbers of first time entrants, changes in the use of custody, and so on), and material of this kind is commented on in section 3.4.3.

“YOT practice” is also measured and assessed as part of ongoing local inspections, and as noted in section 2.2.1, the research team did access a sample of inspection reports to see whether it might be possible to illustrate practice changes reflected in those data-sets which could in turn be linked to inputs from NC.

In the end it did not prove possible to draw links of this kind in a very robust manner, for some of the reasons outlined above (see section 3.4), but also because these reports themselves are too spread out over time to allow for much plotting of changes against interventions.

It is also worth noting that both poor practice and improvements to practice are often “multiply determined”, which is to say that they are usually caused by a range of factors which can be quite difficult to disentangle.

Poor practice is sometimes related to difficulties around staff turnover or illness for example, although it can also relate to shortcomings in management or training. Some of that complexity is reflected in the official inspection reports referred to above – in the 2010 inspection report for the Vale of Glamorgan YOT, for example, it was noted that:

We found a team whose performance was hampered by a number of staffing issues. The use of unqualified staff to manage complex cases to cover absences was a cause of concern. There was evidence that operational managers were trying hard to quality assure practice but not always doing so effectively. We were encouraged by the positive way case managers reflected on their practice and responded to the inspection feedback. Whilst some important improvements had been made since the last re-inspection we noted that further work was still required in the assessment and management of Risk of Harm and Safeguarding (HM Inspectorate of Probation; 2010a).

In a case such as this, one wouldn't expect that impact would be immediate if focused support is provided on the training side for example, or even if very careful auditing work and shadowing is undertaken with key staff. “Staffing issues” are usually rooted in a variety of factors which together conspire to generate a mismatch between core delivery responsibilities and the available resources and skills to deliver them.

In cases where the evidence suggests very strong movement away from identified weaknesses and toward measurable practice improvements, we can also see how the role of support from NC formed part of a very complex “mix” of factors which together seem to have facilitated the improvements. In Pembrokeshire for example, a very poor inspection report in 2007 led to the development of an action plan to address weaknesses, and there had already been noticeable improvements by the time of their re-inspection in 2008. By the time of the 2010 inspection report, the YOT had made considerable improvements again<sup>17</sup>, and the inspectors credited this achievement to “leadership of the YOT Manager, supported both by her management board and the Youth Justice Board. We found that practitioners had worked hard to raise standards and deliver good quality work, supported by partner agencies” (HM Inspectorate of Probation; 2010b). Nacro Cymru is not specifically referred to in that report,

---

<sup>17</sup> As noted in the Report, “Safeguarding aspects of the work were done well enough 91% of the time. With the Public Protection aspects, work to keep to a minimum each individual's *Risk of Harm to others* was done well enough 76% of the time, and the work to make each individual less likely to reoffend was done well enough 85% of the time” (HM Inspectorate of Probation; 2010b).

but respondents who knew about the organisation’s work in this area did suggest that they had played a key role in bringing about such changes.

Other respondents commented on “practice impacts” more generally:

*Their direction is spot on. Well respected and trusted. . . . Everything they do does impact on your practice.*

respondent 13

*Over the years, certainly. They’ve always supported good practice.*

***Any impact on trends?***

*I don’t think we’ve got quite there yet.*

respondent 21

*It has had an impact on practice for sure. Nacro has been quite crucial to developing not just individual practitioners, but the culture of practice. There is a culture of best practice.*

respondent 12

*But we’re talking here also about changing the culture of a team. . . . Yes. My personal experience is that YJ practice has shifted. Other managers have said the same thing. But to get any practice change like that, there has to be the credibility and expertise of the provider, but also a willingness on the part of the customer to reflect on this and change practice. You need both really, and Nacro does help to get the second also – because of their approach they can get buy-in.*

respondent 18

Others were more equivocal, and felt that impact of this kind was more of a “hunch” than something they could demonstrate with clear evidence:

*On YJ practice, they have disseminated good practice in a positive way. They’ve made a contribution. It’s hard to say how significant that is, but they’ve certainly had an impact.*

respondent 17

*I would be less outspoken about that sort of impact. Some of what they’ve done for us will have been commissioned with a view to improving practice, but I’m not able to say whether what they’ve done has improved practice. . . . So that wouldn’t be the first thing that comes to my mind. It’s the strategic stuff that I think of first, and there has been an impact there. Of course this may have filtered down to practice, but that’s a hard link to describe.*

respondent 15

In short, the majority of respondents seemed to think that NC’s work had had a positive impact on practice, with some going further to suggest that various measured improvements (as in improved inspection reports for example) would not have come about without NC’s involvement. The evaluation team was unable to confirm this kind of impact through statistical analysis of available data.

However, because the evidence for impact on practice is largely qualitative does not mean that it does not have persuasive power – although it would obviously be preferable to have sufficient data to allow us to demonstrate impact both statistically, and in terms of depth data which help us to make links with measured changes and to understand causation.

Our respondent group was made up of people who were chosen precisely because their experience and backgrounds meant that they would be able to offer feedback that could be taken seriously. We return to some of these issues in the closing section.

### **3.4.2 Strategic coordination**

Some of the feedback referred to in previous sections has already included some reference to NC's "strategic work".

There are similar issues concerning disentanglement in relation to assessing the impact of NC's work in this area – the AWYOS and other key policies have involved very wide consultation for example, and that consultation work itself will probably have had some impact on the views of key stakeholders in youth justice in Wales.

But NC's involvement in such work has clearly been both important and sustained. We did not uncover any negative feedback concerning NC's strategic work, and all respondent groups appeared to think that it would be important for this kind of work to continue (in one form or another).

### **3.4.3 Trends in youth offending and case dispositions**

As noted in 2.1 the research team was also asked to assess the impact of NC's work in relation to broader youth justice trends, although it was conceded at the outset that linkage of any identified changes in trends to interventions made by NC would be difficult. We have summarised some of these difficulties in section 3.4

The team did access official statistics on youth justice trends in an effort to undertake an analysis of these against individual YOTs, and we then attempted to categorise YOTs in terms of the level of their involvement with NC, and map them against the trend data. However, it did not prove possible to categorise YOT areas in a credible manner - we did attempt to use "high", "medium" and "low" NC involvement as simple categories for application to YOTs and analysis of official figures, but scales of this kind are best used where the inputs are uniform in content, and vary only in quantity. For similar reasons, a two category approach (e.g. "some input", "no input", or similar) was also not possible, since there were no YOTs that could accurately be placed in the second category.

The information is interesting in its own right however, and we have attached it in Appendices to this report. In *Appendix 4 - Interventions by YOTs in Wales, by year* we have included tables summarising numbers of pre-court, first-tier, community, and custody dispositions by YOT and year from 2007 to 2011, and have calculated percentage changes by year (and overall).

Interpretation of some of the changes does require some caution in the light of changes to categories within each of the above broad areas from year to year, and to make it clear what those differences are, we have included a separate breakdown within that Appendix.

In *Appendix 5 – First time entrants by local authority area in Wales, by year* we have presented figures by local authority area from 2000 to 2011, and as in *Appendix 4*, calculated percentage changes from year to year (and overall). It is worth noting that the figures are estimates – the analysts have mapped juveniles to individual Local Authorities using their home address or postcode as recorded within PNC (Police National Computer) data. In cases where no address information is recorded, the analysts have allocated young people to areas based on connections in other data between on the basis of “patterns of offenders dealt with by police stations”. The analysts have also based figures for the number of 10-17 year olds in the population, on mid-year population estimates (produced by the Office for National Statistics.)

Most of the changes suggested in both Appendices are difficult to interpret, although some also appear more significant than they really are - small numbers in some cases mean that even very small variations can produce large percentage changes. For Ceredigion for example, details in *Appendix 4* suggest that there was a 67% reduction in the custody figures over the period from 2007-08 to 2009-10 – but this is in fact a reduction from three cases in the first year, to one case in the third.

Having said that, some of the broader changes are clearly positive – reductions in numbers of first time entrants are quite positive in some areas, for example (and have been referred to in some of the WG documentation as evidencing the impact of improved preventative work over time).

That such changes can be very difficult to interpret on their own (let alone in relation to work delivered by NC) can be seen in relation to other examples such as custody rates in Merthyr Tydfil for example. The rates in question are curious (as are several others in relation to Merthyr) and may be partly related to the fact that the area is one of high deprivation and perhaps also one having a fairly unique population demography, but understanding such trends has on its own been challenging to many parties – noted in the 2010 review for Merthyr Tydfil for example, the authors commented that:

As an area, Merthyr Tydfil experiences a relatively high level of deprivation and social problems. Information from the YJB indicates that Merthyr Tydfil has experienced perennially high numbers of children being sentenced to custody. This has been a cause of concern for the YJB and extra funding has been provided to the YOT.

Our methodology does not inspect sentencing, and so we cannot comment on the reasons for the high rates of custody. We are, however, able to confirm that the YOT undertakes thorough assessments at the pre-sentence stage and that these assessments form the basis of good quality reports which outline realistic sentence

plans. Interventions are also of a high quality and where necessary are appropriately restrictive and intense (HM Inspectorate of Probation; 2010c).<sup>18</sup>

The high rates referred to apparently persisted alongside what the inspectors identified as good YOT practice.<sup>19</sup>

In terms of respondent feedback, as noted previously there were some representatives who felt that the work of NC had indeed had an impact on broader changes of the sort being described here, although they also found it difficult to quantify this:

*Some of the figures about reductions in custody, young people going through court etc are very good. I'm not claiming that this is due to Nacro, but they must have played a role. . . . We have got the largest reductions in court population, first time entrants – all the way across the piece. It's very tough to get a handle on that but it wouldn't be surprising to find that Nacro had played a role.*

respondent 20

*I think Nacro has actually played a role in changing some trends in YJ in Wales.*

***Which ones?***

*Well rates of custody for example. It's not that they somehow changed those rates on their own. But they set things in motion which brought them down. They changed the way that some key people think about issues, and the way that they decide things. Even if it made them think about how they'd look in years to come if their rates continued to be high, that's a change.*

respondent 14

### 3.5 Value for money

The above comments concerning quality and impact are obviously relevant to issues about value for money, but the evaluation team also thought it would be important to overlay some direct consideration of cost onto the work.

Although not all of the work described in earlier sections can be costed in a straightforward manner, we have estimated the costs that some of NC's individual project work might have incurred if they had been procured on the open research market.

In order to illustrate what some of the costs might have been in relation to specific projects that Nacro Cymru has undertaken as part of their annual work programmes, we have provided summary details of several separate projects below and provided estimated costs depending on comparisons with other projects whose costs are known.

---

<sup>18</sup> The report goes on the note that: "Overall, we consider these to be very creditable findings indeed, since they are some of the best scores achieved to date, in either England or Wales, in this inspection programme.

<sup>19</sup> Many of the other figures for Merthyr Tydfil are also quite different from figures for other areas, and difficult to interpret.



For a piece of consultancy or research that is commissioned, one can estimate the costs by “working backwards” from details concerning:

- the timescale for the work;
- the types and range of fieldwork required (including the number of field sites to be covered, the amount of work required to undertake primary data-collection including methods such as interviewing, the conducting of focus groups, and observational work);
- the extent to which coverage of existing literature is required, and
- the types and range of data-analysis required.

Some examples of other research projects with known costs are also attached as *Appendix 6*, along with brief descriptions of “key strands”, and “final data-sets”. Using examples of that sort, the team has re-visited a selection of projects delivered by NC with a view to estimating what the cost of these would have been, if they had been commissioned on the open market.

**Table 2 – Estimated market costs for a sample of Nacro Cymru projects**

Project	Estimated market cost
Accommodation and young offenders in Wales (1) - <i>Youth offending teams, young people and accommodation</i>	£20,000
Accommodation and young offenders in Wales (2) - <i>Custody and young people’s living arrangements</i>	£20,000
The role of mental health practitioners in youth offending teams in Wales	£30,000
Evaluation of the all Wales Army Cadet Force Association (ACFA) Outreach project in Wales in 2007	£70,000
Reducing Custody – Merthyr Tydfil/Bridgend <sup>20</sup>	£90,000

Commissioning research projects on the open market obviously involves further costs, although these vary considerably depending on factors such as the complexity of the project and the volume (and type) of response from service deliverers (we return to this issue in section 4, below).

Doing very rough counts suggests that NC has done from 2.5 – 3 projects per year, varying in size from the larger (and longer term) ones to medium and small (and shorter term) ones.

On the training side, costs are hugely variable, ranging from cases where an individual staff member travels to the trainer’s venue and then cascades the training within their own team, to cases where larger numbers of staff do the same, to cases where bespoke training is commissioned for whole groups “on-site” at premises arranged by the commissioner. The costs of such training can range from £300 per day plus travel and accommodation, all the

---

<sup>20</sup> The NC reducing custody study was based to some extent on the previous study conducted by Bateman and Stanley (2002); the cost of this previous study was approximately £100,000.

way to several thousand pounds per day for bespoke whole group training. Members of the research team are aware of bespoke whole group staff training events having a cost of £15,000 for a 2 day event, plus travel and accommodation, although costs for such training would normally vary from 4-5 hundred per day when delivered by independent sole traders or consultants, to several thousand per day for large group training delivered by teams.

The costs of focused work with YOTs which goes beyond training provision are difficult to estimate because it was not possible to secure any precise day counts for such work. However, we know from a range of other commissions that such work can normally cost from £300-£550 per day depending on the level of experience required to deliver it, although some private sector companies charge more than this. University day rates are broadly similar to the above, with those toward the upper end being typical rates for (“full economic costed”) professorial level staff, and the lower ones for experienced research associates, say. Public authorities calculated their overheads differently, and we have not attempted to draw any comparisons with day rates that public authorities use (although we suspect that if they are done properly, they will not differ hugely from the above).

If we assume that about 20% of NC staff time is spent delivering support directly to individual YOTs (i.e. 4 working days per month per team member, delivering work that is separate from the project and training work referred to above – although it is obviously not easy to separate some of the training work from focused support work for YOTs), then this would translate into a cost of £28,800 - £52,800 (i.e. if such work had been commissioned on the open market).

The latter calculations in particular are obviously both general and crude, but are presented to give the reader a broad “feel” for what sort of pound value the range of work delivered by NC as part of its annual work programmes might have on the open market. We have not attempted to cost NC’s work with YMC (as the available information was not detailed enough to allow for this), but estimates for the other key work strands are summarised on the following table.

Work strand	Rough market value, annually
Projects – cost of 2.5-3 per year @average of £40K each	£100,000 - £120,000
Training – 12 events per year @ average of £1.5K each	£18,000
Support work for YOTs (4 working days per month, per NC team member; @£300-£550 per day)	£28,800 - £52,800

To sum up, it seemed clear to the evaluation team that NC’s work programme was at least not markedly more expensive than what might have been purchased via other routes, although it is obviously for the funder to decide whether this also means (in the light of evidence concerning quality and impact discussed in sections earlier) that this provision provided value for money.

Forming judgments about value for money requires more than just knowing the costs of services provided of course, and the comparative costs that different sources of provision might have involved. Such judgments also require an assessment of whether the funder has

received services that are relevant to identified *needs*, and of whether these services have passed a quality threshold that is at least acceptable.

Finally, even if a positive judgment is made with regard to value for money, it does not follow that future provision should look the same as it has done to date. We return to this issue in section 4.

## **4 SUMMARY OF FINDINGS AND IMPLICATIONS FOR FUTURE PROVISION**

In section 3.1 we provided an overview of the range of work provided by NC as part of their WG-funded annual work programmes, based on information from the available documentation, and feedback from respondents. That work has taken a variety of forms, and been delivered at several levels, but with each separate work strand usually evidencing some “fit” with the others. In short, the programmes have been multi-faceted, but also cohesive overall and anchored both in a reasonably clear framework on the funder’s side, and a clarity of purpose and organisational commitment on the part of NC.

In general it is a model which appears to have worked well in terms of key efforts to improve the quality and “cohesiveness” of youth justice practice in Wales, although the evidence suggests that the balance between flexibility and clarity of specification has not always been struck successfully - in the sense that some of NC’s work has evolved organically instead of strategically from the funder’s perspective, and to some extent in a manner that involved direct liaison between NC and key stakeholders which outflanked the funder’s input. To put it another way, while Nacro Cymru’s direct responsiveness to requests from individual YOTs and from YMC in particular may have helped the organisation to maintain positive relationships which have helped with implementation of some of the key work strands described above, it has arguably also tended to close off opportunities for WG and YJB staff in particular to deepen their own knowledge of youth justice practice in Wales, and to respond directly to opportunities to influence that practice.

In section 3.3 we discussed issues concerning the quality of NC’s work, informed both by respondent feedback and our own assessments. As noted throughout that section, the “consumers” of work delivered by NC were for the most part very positive about its quality and relevance to their perceived needs. There was some negative feedback in some cases, although this was mitigated to some extent by the fact that NC appeared to respond favourably and quickly to such criticism where it was made known to them.

In section 3.4 we discussed the impact of NC’s work, and although it was not possible to confirm some of the respondent feedback with statistical analysis, the evidence overall did seem to suggest that that work has had a range of positive impacts. It is worth noting in this connection that an expectation to be able to demonstrate the impact of a multi-faceted programme of work such as this is certainly higher than one would normally encounter - few training interventions are ever assessed for impact beyond their immediate reception, for

example,<sup>21</sup> and in relation to research, very few academic research studies are ever subjected to scrutiny or assessed for their actual impact on a field of practice. They are assessed on their own merits in research terms, and it is left to policy makers and commissioners to make decisions about any future implications.

Issues concerning value for money were discussed in section 3.5.

In this concluding section, drawing on material from all the previous ones, we focus on issues concerning key mechanisms for future delivery, and then pull these together in a summary manner at the end of this section.

#### 4.1 Alternative providers

As part of our consideration of what future provision might look like in relation to work previously provided by NC, the research design included a focus on alternative providers both in our discussions with key stakeholders, and undertook our (somewhat *ad hoc*) scoping of youth justice providers in Wales. (We discuss in-house provision in a separate section.)

In terms of projects, there is clearly a healthy and competitive market, which on the research side includes a wide range of academic and independent organisations who could deliver (and in the past have delivered) specific pieces of youth justice-related research.

Training is also an area which boasts a wide range of potential providers, although these appear to vary hugely in terms of quality, and also in terms of their background knowledge and experience.

The field narrows somewhat when considering potential providers of support work for YOTs, or strategic level work to facilitate implementation of AWYOS, for example, as this kind of work does require a fairly unique skill and knowledge set. There are clearly other organisations that could step into the breach if given the opportunity, and some of these work strands could also be undertaken in house by the WG, or by the YJB. The YJB team already delivers a range of “on-tap” work with YOTs for example, and for the WG to take on some of the YOT support work would only require that they secure the relevant skills to deliver it (or deploy existing staff who already have some of those skills).

Respondents’ perspectives tended to confirm these general observations about alternative providers for various work strands, and these views reflect some of the earlier comments about the advantages and disadvantages of open tendering:

*Yes they understand the policy context in Wales. You need to understand the way in which YJ is done here in Wales. Commissioned providers are often based in England, and they don't necessarily understand things here. Even the role of supporting YOT*

---

<sup>21</sup> Although training is sometimes subjected to more focused and longer term evaluation – members of the evaluation team were previously commissioned to evaluate the impact of restorative justice training on the subsequent practice of a large police force in England, for example, but this evaluation was specifically designed to assess impacts on practice and attitudes (and at an overall cost of £80K).

*Managers Cymru, you couldn't find somebody else who could do it. Yes, other providers might be good on the topic, but not the holistic approach that Nacro has. I think you'd really struggle to find that elsewhere. Training is the easiest one to think of in terms of open tendering. But the monitoring of legislation, the consultation, I don't think you could find someone else to provide support with that.*

respondent 21

*Maybe maybe four or five years ago there wouldn't have been very many takers in Wales if they'd put some of this out to tender. That scenery has changed. Catch-22 is now active<sup>22</sup>, for example, and very keen to get more involved in YJ in Wales. CRI<sup>23</sup> is also active and keen to get involved in YJ in Wales.*

respondent 15

*Years ago there were more VS providers. Some of these withdrew a bit and started to look at other things. Crime Concern went, Fairbridge did also in Wales<sup>24</sup>. So the number of organisations who could play a role in YJ in Wales went down. So Nacro became even more important. Because they are independent and honest brokers.*

respondent 23

*The question is who would do that except Nacro. We are separate as YOTS, working to LAs. Much of what we do is devolved, so there is a need for strong strategic direction in Wales. But locally we need flexibility and tailored services. Nacro is an organisation, but also like a brand that you can trust. You know you get good value for money from them.*

*Otherwise we get bombarded by training flyers each week, from people we really don't know. Nacro will come to you and you can trust that they know how to deliver it. They understand the issues, the geography and so on. They work around you, instead of you having to work around them. They think about the needs and how to make it fit those who will attend it. They also problem-solve in a creative way (e.g. putting on more days if the events are over-subscribed). A lot of the flyers are not about tailored and accessible services.*

respondent 12

## 4.2 Scope for in house provision

One of the options that the team was asked to consider as part of its review, was that some of the key work strands currently delivered by NC be delivered “in house” – by which we mean delivery by team members from within the funder’s own organisation.

One advantage of such provision is clearly that the delivery is easier to manage, but it also allows the organisation to make their own decisions about which skill sets to create, and how to match these directly to organisational aims, objectives and work programmes.

---

<sup>22</sup> A merger between Crime Concern and Rainer in 2008 resulted in the creation of Catch-22.

<sup>23</sup> The charity Crime Reduction Initiatives.

<sup>24</sup> In early 2011 Fairbridge was subsumed into the Prince’s Trust. They continue to provide services in Prince’s Trust centres.

To have particular in-house skill sets also opens up other opportunities, and can provide a resource for other parts of the organisation. If the funder has a small number of highly skilled youth justice researchers for example, their expertise can be drawn on for other purposes, and they can also have an up-skilling effect on other team members. In addition, if they are regarded as a marketable resource in their own right they can also engage in competitive tendering in the same way that the Youth Justice Board does in England for example, where the relevant research team competes on the open market with university and private sector research teams.

This kind of arrangement also allows the funder to avoid dependency on other providers, although decisions concerning which skill sets to create or retain are by no means easy – and it is not often possible for an organisation to ensure that it has *all* the skills and experience that it might ever conceivably need to satisfy all of its own service needs.

In terms of costs, in-house provision obviously avoids the costs associated with open tendering, although in the short term there may be recruitment costs if some key skills cannot be found internally. Aside from procurement costs, whether in-house delivery would generate cost savings over contracted out delivery depends entirely on what the infrastructural and on-costs look like for staff members within the organisation, and how those compare with the overall costs that tendering organisations usually seek to include in their proposals for tendered work. We were not in a position to undertake that analysis, but it would clearly be an important consideration for the funder to examine.

A change from an external provider to in house provision can jeopardise existing professional relationships however, particularly in cases where a high level of trust has developed between the previous provider and relevant key stakeholders. Such changes can lead to reduced levels of cooperation or a withdrawal of interest in the short term, which can in turn complicate things like research access for example, or access to locally-held data. Problems of this kind can be short-lived depending on the qualities and characteristics of new staff, but they obviously need to be planned for and managed carefully.

There can be other difficulties associated with in-house provision which are related to the *interests* that the organisation might have. Organisations that evaluate their own work are often accused of bias for example (supposedly because their organisation will have an interest in their own work being seen to be effective for example), and the way in which stakeholders might respond to professional support can also be affected by perceptions about interests. In some of the above feedback from YOT representatives for example, it was clear that they viewed the YJB as having an interest in monitoring their performance for example, and this could obviously complicate their response to professional “advice” which might be provided by them.

In short, perceived independence can have advantages in the delivery of professional services (whether or not those perceptions are accurate), and in-house provision can in some circumstances raise issues about interests.

### 4.3 Open tendering

There is a wide-ranging (and growing) literature on public procurement practice and its effectiveness, and much of this focuses on the advantages and disadvantages of different procurement models in relation to different types of service delivery.

Even a broad overview of this literature would be beyond the scope of this report, but it is worth highlighting several issues from that material that are of relevance to the key aims of this overview and assessment.

There are a number of key ways in which services can be procured by public authorities, and these tend to vary in terms of:

- the extent to which a specification of the required service is detailed in advance and circulated to prospective providers (or advertised on the open market), as opposed to being negotiated with providers themselves;
- the way in which a pool of potential providers is identified and engaged (with some exercises involving a completely open invitation for example, and others involving only a “restricted list” of potential providers);
- the number of stages that tenderers need to go through before a contract is awarded (with some exercises involving a pre-qualification stage for example, which provides the buyer with a first stage “sift” of potential providers, followed by a request for proposals stage, and then perhaps followed by a final negotiation stage with preferred tenderers), and
- the basis on which tenders are assessed and rated (with final choices in some exercises being based almost entirely on price, for example – as in the provision of specific products whose quality is uniform and known – and others being based much more on a combination of price and quality - as in the provision of support services to vulnerable elderly people for example).

Concerning the design of specifications, the literature suggests that there is usually a balance to be struck between an interest in increasing competition (with a view to driving down prices), and an interest in reducing overall costs (since a range of separate contracts across multiple providers can be more expensive to put in place than a small number of contracts or just one contract with a preferred supplier for example; see PricewaterhouseCoopers (PwC); London Economics and Ecorys, 2011). Literature of the latter sort also highlights a tension between precise description of the work being commissioned, and the scope for flexibility if the area of focus is likely to be subject to changes within the period of the contract, and this clearly applies to some of the work that has been delivered by NC over the years. For example, an individual YOT might receive a much more negative inspection report than was anticipated, and the “recovery plan” – which would normally be drawn up over a fairly short post-inspection period – would usually include some planning for training or other remedial support. Hence, there might be a need to keep service descriptions somewhat generic so that a provider could still respond quickly to such cases of need.

Similarly, public authorities sometimes wish to be able to respond very quickly to external events or changes in policy by key stakeholder organisation.

As the latter points suggest, procurement exercises usually involve a time lag (sometimes of many months) between the point when a decision is taken to outsource the work, and actually securing a provider who can begin delivery.

Open tendering also involves an inevitable risk in terms of securing the highest quality services possible within a given price range, because tendering processes tend to favour service deliverers who are able to compete successfully in an open market, and the overlap between deliverers who are successful competitors and those that deliver high quality service is not precise.

Similarly, service delivery organisations tend to vary considerably in size and financial strength, and open tendering processes tend to favour those with the strongest financial anchorage (because these organisations are better placed to engage in tendering activities) - but again the overlap between financial stability and expertise is not always precise.

Another key consideration concerns cost. All tendering exercises involve a range of costs which, as noted in section 3.5, can vary considerably depending on the complexity of the commission itself and the size and form of the response. But most procurement exercises involve several key work strands:

- development of a specification (and finalisation of documentation needed to accompany the specification);
- design and launch of the procurement exercise itself (including advertising, and responding to queries from tenderers);
- receipt and assessment of incoming proposals (sometimes including short-listing and interview);
- inception meetings with chosen provider, and
- finalisation of contract and related finance/legal documentation.

The research team had several informal conversations with public authority procurement staff involved in commissioning services similar to those delivered by NC, and we were provided with some estimates of costs associated with procurement exercises.

*For creating a specification, putting out to tender, reading bids, assessing and discussing and choosing would take perhaps 10-15 days of middle to senior management time. Then add costs of managing the project, a further 10 or so days in the short term. Add to this the contracts people who produce all the voluminous paperwork, perhaps another three to four days of senior time. Including staff and on-costs I would say a total of around seven to eight thousand pounds for a small contract would be typical.*

Feedback of this kind confirmed some of the cost estimates that have been provided elsewhere in the literature – the National Audit Office has estimated that the costs of



procurement can amount to from 10 to 50% of the cost of the service itself, for example (National Audit Office, undated).

The relationship between these costs and the size of the project budget are also not linear – to draft a specification for a £25K project does not involve only one tenth of the staff time required to draft a specification for a project having a budget of £250K for example.

Procurement costs for training are usually lower than for specific research projects for example, as requirements are not usually very complex, although this also varies depending on the extent to which the training is “off the shelf” or bespoke. Most of the training provided by NC was fairly strongly tailored to individual customer requirements, or entirely bespoke, and it was suggested to us that estimated procurements costs for training might on average have been about 25% of what they would be for research projects.

Interview respondents commented at length on how services of the kind described earlier might be delivered in the future, and on the advantages and disadvantages of particular models of delivery.

Many of them were at senior management level themselves, and had some knowledge of procurement from within their own services.

In relation to open tendering, respondents made reference to what they saw as clear advantages and disadvantages, with many commenting on the benefits of competition on the one hand, and what they often regarded as a “known level of quality”, on the other:

*Well it's never a bad thing. But what we get from Nacro and those individuals is a lot of consistency. I'm not sure that a different or a bigger organisation could do the same thing. We might lose consistency. The reputation comes from others. They know our needs. In a Welsh sense. There's an added value there. There's a thousand others out there, but we haven't been working with them for 20 years. How long would it take to achieve the same thing? I guess the question is whether any alternative people that you might get will be open and honest. You know the answer to that question when you've known someone for a long time, which we have in relation to people at Nacro Cymru.*

respondent 19

*Most of it could be put out to open tender. It's useful to look for people with broader experience – they could put forward their own proposals. . . . Yes, I guess the danger is that new providers might not do as well. And Nacro certainly is trusted.*

respondent 33

Some respondents made specific reference to the scope for rolling contracts to generate “complacency” on the part of providers, although there were different views concerning NC in this respect:

*Thing is, we know Nacro, and they've been around a long time. . . . Maybe people get complacent if you just maintain the status quo. Yes, people can get complacent. Perhaps you need to be challenged.*

respondent 24

*They are always moving – they are not complacent. My concern with going out to tender is about the quality we'd get. How long would it take to build up what we've got now? We need consistency and we've got it with Nacro. They also know the history – all of it. They don't rest on their laurels. I do understand that open tenders are sometimes needed. Anyone can write a tender saying they're wonderful. But why take a risk if you don't need to?*

*There's too much lead in time when you keep changing providers. Uncertainty about funding also panics people. They start looking elsewhere.*

respondent 13

Others highlighted issues concerning possible threats to consistency and “continuity” of service, and expressed fears about whether the commissioners would be “up to” undertaking such a potentially complex procurement task:

*In this situation you've actually got a third sector organisation which is like a preferred bidder – because nobody else with that level of expertise exists. In theory I have no problem with open tendering, in particular if small bidders can be allowed to sell their wares. But it's about the trust that the commissioner has. It's about what are you getting here. Say you're commissioning 30 hours of help. You'll get that, but with a preferred bidder, you'd get that extra stuff. You'd get the benefit of their networks, the benefit of their experience on other related fronts. But if the tender process is multi-agency and robustly involving. If all those who will be at the receiving end (the customers if you like) were involved in it. That'd be better. But there's an issue about whether civil servants have the expertise to do that commissioning properly.*

respondent 18

*Disadvantages might be about discontinuity. The role has also developed over time and there have been changes in personnel in WG and YJB so that continuity from Nacro has been good. I suppose an advantage might be that new people could come to the table, bringing new approaches or ideas. . . . I think the danger is if everything changes at once you end up reinventing the wheel. A lot of time is taken up by re-structuring, re-organising etc. But that'd detract from what we've developed in terms of the All Wales Youth Offending Strategy. It's not as if the system needs a shakeup. It's not like complacency has grown up.*

respondent 23

It was also suggested that because of their unique skills, NC would probably be successful even if key work strands were put out to open tender, and others made more specific reference to which strands could potentially be secured in this way:

*I'm not sure what the tendering model would be. I'm not sure who else would be equipped to do it. It's the brand Nacro, which I for one trust, and I know that we'll get quality from them. I know we won't be wasting time using them. We could never come up with what they do. . . . The commissioning landscape is quite different now, and open tendering is part of that landscape, but Nacro should be well positioned to play that role anyway. . . . Nacro would still be the only one to deliver some of that*

*stuff anyway. Who would compete with them? Others might come out to go for it, but Nacro is in a privileged position in the market. They are well placed to be competitive.*

respondent 12

*Work on wider policy stuff, could be done by Welsh Government staff. Direct support to YOTs is out of the Welsh Government comfort zone. So put it out to tender or keep Nacro doing it.*

respondent 32

*I don't know really. Nacro is well informed, although you could argue that they have a political stance. What they were set up to do. But in a way, they understand the Welsh agenda. We have the YJB which understands the CJ service nationally, then you have the YJB in Wales, where things are different. . . . There does seem to be a view that things that are commissioned out must be better, but I don't think that the private sector does things better than the public. So if the WG was to commission that, how would they keep [all those strands] consistent, together? Nacro is very knowledgeable, but the danger is that others would not be. Other organisations are sometimes very prescriptive also – "this is what we're commissioned to do and that's all that we'll do". If they were tendering for things along with other organisations, perhaps Nacro would have to do that also – so they'd be less flexible.*

respondent 25

And finally, as already suggested in some of the above comments, some respondents were concerned that open tendering might broaden the scope for the erosion of the current holistic or "joined up" approach:

*Some of the other stuff might disappear. The temptation might be to carve up and put it out to tender, but if you do that, you lose the joined-up-ness of it. You'd get it fragmented. Take training – yes, you could carve that out and put it out for open tender. But Nacro knows YOTS, knows the Welsh youth justice scene. But also can do hands on work with practitioners and young people. They haven't lost touch with practice. So if it was carved up, some of that would be lost.*

respondent 15

#### **4.4 Mixed provision**

It would also be possible for a decision to be made to break up the current range of provision and have some of it delivered in house, while other strands are put out to tender (or discontinued) as required.

Again, whether there would be cost savings associated with this approach depends entirely on what the "mix" might look like.

The other advantages and disadvantages would be the same as for each of the approaches separately (and as described above), but a key disadvantage more generally is one that is highlighted also in some of the respondent feedback included above – which is about broadening the scope for "fragmentation".

The current package is relatively cohesive, with individual work strands all being relevant to one another (and to some extent mutually reinforcing), but breaking this package into parts would not guarantee that those parts would be equally as harmonised as they currently are.

This is something which would need to be managed carefully to ensure that this risk did not materialise.

#### **4.5 Continuing the current arrangements**

It is also an option of course, simply to continue without amendment the arrangement that has been in place over previous years, although the evidence collected during this overview suggests that some changes would clearly be useful if continuation is decided to be the best option in the short term.

It did appear that the “informality” of some of the arrangements for NC’s work programme led to some confusion about roles – and about which activities were funded by the WG, and which were not. In relation to work with YMC in particular, there was an *ad hoc* feel to some of the activities, and it was clear that direct approaches for assistance have occasionally been made to NC by YMC or by individual YOTs, where representatives from the WG or the YJB have not necessarily been “in the loop” about these approaches or work subsequently generated by them.

There is no suggestion of anything unprofessional or remiss in this regard – far from it – but it did seem to be an area which could be clarified by some tighter work specifications, and that it might also be useful to all parties if these specifications included clear day allocations. The latter would allow for greater transparency and easier management both by the funder and the provider.

More generally in relation to time-keeping, it could be of value to include this as part of the provider’s reporting requirements – in the same way that research contracts often require that providers make such an accounting available at regular audit periods. It would be important not to follow the same route that some European funding sources do however, where service delivery organisations can spend 20% of their available time satisfying reporting requirements rather than delivering their core work.

On the data protection side, the evaluation team also felt that a specific clause about the handling, storage and transmission of sensitive data could usefully be added to any renewed contract. This is an area which can be quite problematic for delivery organisations, and such clauses can lead to a useful upskilling. An awareness of, and appropriate training in, legal requirements and good practice not only guards against any infringement of the Data Protection Act, but helps to eliminate any scope for inadvertent breaches of professional guidelines concerning confidentiality and anonymity.

It is worth emphasising that the evaluation team did not identify any such breaches, but we are aware that previous work specifications for NC have not included such prescriptions.

One clear advantage that previous work arrangements appear to have had is sufficient flexibility to allow for speedy response to identified need. There would be good arguments for retaining some of that flexibility if a decision is taken to continue such provision.

#### **4.6 Options for future provision – a summary**

As noted in section 2.1 there were three main options listed in the specification, concerning future service delivery and how it might be structured:

- *“Option 1-Discontinuing the service or providing it in-house.*
- *Option 2-considering the costs and benefits of adopting an open tender process.*
- *Option 3-Making amendments to the focus, delivery of, and management arrangements of the existing service”*

The key issues covered in previous sections are summarised on the following table, which summarises key delivery options by cost, advantages and disadvantages.

**Table 3 – key options for future provision, by cost, advantages and disadvantages**

	Discontinuation of service	In-house provision	Open tender	Mixed provision	Continuation of current arrangements
Description	Complete discontinuation of the current arrangement, without replacement by any alternative arrangements.	Provision of key work strands by internal WG staff, as appropriate.	Procuring key work strands on the open market at regular periods.	Deciding on a mixed range of provision, with some strands being put out to tender, others delivered in-house, and perhaps others continued by NC.	As above.
Cost issues	The annual budget amount of £140K could be redeployed to other services, or saved outright.	It is difficult to calculate the cost implications without comparing on-costs for such provision with those associated with outside provision. At the very least, in-house provision would avoid procurement costs.	Procurement costs add to the overall costs of the provision (at from 5-50%), and the former costs increase as the number of specific tenders increases.	Overall costs of a mixed set of provision could not be specified until the proportions of each are known (i.e. how many open tenders, which strands delivered internally, which ones discontinued etc.).	Costs would remain roughly the same.
Advantages	Substantial cost saving, as above.	In-house provision can be easier to manage, if the new provider is also the funder. Can alleviate risk of dependency.	There would be less scope for “complacency” of preferred providers. Price could be driven down. Design of specification raises awareness internally (of organisational need, strategic priorities).	Decisions can be taken about which strands of work are best suited to which kinds of future provision (or to discontinuation altogether). The overall package of provision can be determined strategically, and focused.	Speed of response would be retained, as would positive relationships with key YJ stakeholders, and access. “Holistic” approach to delivery could be retained. Known levels of quality could be maintained.
Dis-advantages, risks	Momentum that appears to have been generated in relation to strategic level work such as implementation of AWYOS could not be sustained in its current form. YMC would be less effective in the short term at least. Responsive intelligence-gathering to underpin decision-making and policy work would be lost.	Delivery of some work strands requires a diverse skills base, and such skills can only be drawn upon in-house if they are specifically recruited. “Lag time” can be increased while new staff establish relationships. Access could be complicated initially. Delivery of in-house research sometimes attracts criticisms about “lack of objectivity”.	Can be a lack of flexibility during delivery period – i.e. contractors will deliver what is contracted; a degree of flexibility can be built in, but is often difficult to specify. Could be an overall lack of cohesion across multiple work strands, if they are broken up in separate tenders. Procurement takes time, and actual delivery can be delayed. Access could be complicated initially.	A “mixed” package of delivery could involve lack of connection across different strands. Disadvantages of each component would be the same as in first three columns.	There would continue to be no market testing, which means that the scope for achieving the same services at lower costs would remain unknown. Lack of clarity in brief would still need to be addressed.

## Appendix 1 - Project summary



### PROJECT SUMMARY

#### Evaluation of services provided by Nacro Cymru to the Welsh Government

---

The Welsh Government (WG) has commissioned ARCS LTD, with assistance from Aberystwyth University, to undertake a brief evaluation of services provided by Nacro Cymru to the WG.

The general aims of the evaluation are:

- *to provide a detailed description of the services provided by Nacro Cymru for the Welsh Government,*
- *to examine the value of those services from the perspectives of key stakeholders including the Welsh Government, Nacro Cymru, the Youth Justice Board, YOT representatives, and participants in key youth justice and other networks in Wales, and*
- *to assess the impact that the above work has had, on: the decision-making of major stakeholders in Wales or their perceptions of key issues; the harmonisation of youth justice and related policies; approaches to preventative work, and more broadly, on trends in youth offending and/or resettlement outcomes.*

Findings from the research are also meant to underpin a thorough, evidence-based reflection on options for future delivery in this area.

#### **What methods will be used?**

The evaluation involves two main strands of data-collection:

##### ***1. Collection and analysis of documentation/data***

The team will be gathering and assessing documentary material and data-sets associated with the current and previous work of Nacro Cymru, including: annual/quarterly work plans, progress reports (both general and in relation to specific individual projects delivered as part of funding agreements with the WG); feedback data and other assessment information related to particular stands of work delivered (e.g. training events, workshops); reports on analysis of relevant data concerning specific issues focused on as part of the work delivered (e.g. sentencing rates across various YOTs), and briefing papers and other material emanating from some of the above work (e.g. on the use of custody).

## 2. Consultations with key stakeholders

Feedback from key stakeholders will be of particular importance to the research, and the team will be undertaking in-depth and focused interviews with a range of representatives including members of the Youth Justice Team and other key individuals in the WG, representatives from the Youth Justice Board, Nacro Cymru team members, YOT representatives, members of key youth justice partnership structures and networks in Wales, youth justice experts from within the academic and research communities in Wales, and stakeholders from key related policy and practice areas including child poverty and work with families, community safety, mental health, and substance misuse.

The results of the research will be written up for the Welsh Government, with a final report to be submitted in May 2012.

### Staffing

There are five members of the evaluation team. **Mark Liddle** (Managing Director of ARCS) and **Sam Wright** (Director, ARCS), are leading on design, analysis and write-up of the evaluation, with strong support from **Kate Williams** (Senior Lecturer in Criminology, Aberystwyth University), and **Paul Gray** (Research & Evaluation Manager, ARCS).

**Paul** is leading on the quantitative data analysis and reporting, and will also lead on the qualitative (NVIVO) and linked analysis, with assistance from **Sam**. Fieldwork will be undertaken by **Lyndsay McAteer** (Research and Evaluation Officer, ARCS) and **Paul**, but other team members will also be playing a role in the stakeholder interviews, which will be of key importance to the evaluation.

### Timescale

The research runs from January through April 2012, and the team will be collecting and analysing data throughout that period.

### Contact details:

If you or your colleagues have any questions at all about the research, please contact us using the details provided below. We will get back to you as quickly as possible.

<b>Mark Liddle</b> <b>Managing Director</b> <b>ARCS LTD</b> (mobile) 07435 972850 (tel) 01223 370104 (fax) 01223 370040 (email) <a href="mailto:mark@arcs-ltd.com">mark@arcs-ltd.com</a>	<b>Sam Wright</b> <b>Director</b> <b>ARCS LTD</b> (mobile) 07918 673090 (tel) 01223 370104 (fax) 01223 370040 (email) <a href="mailto:sam.wright@arcs-ltd.com">sam.wright@arcs-ltd.com</a>
--	--

### **Address for correspondence:**

ARCS LTD  
 Sheraton House  
 Castle Park  
 Cambridge CB3 0AX



## Appendix 2 – Interview topic guide

### EVALUATION OF SERVICES PROVIDED BY NACRO CYMRU TO THE WELSH GOVERNMENT – INTERVIEW TOPIC GUIDE

Interview code (interviewer initials/date/number of interview): \_\_\_\_\_

Respondent's title: \_\_\_\_\_

Agency, group: \_\_\_\_\_

#### BEFORE beginning the interview:

##### 1. Personal introduction.

*My name is [ ] and I am calling from ARCS, further to a letter that we sent to your office concerning the evaluation of the evaluate services provided by Nacro to the Welsh Assembly Government.*

*We also sent a project summary with that letter, which outlines the purpose of the evaluation, who's conducting it, and what methods we are using.*

*As part of the evaluation we're obviously very interested to hear the views of key people who've had some involvement with the work of Nacro Cymru, and I'm ringing just to see if we can agree a convenient time for me to ask you a few questions focusing on some of the issues mentioned in the letter.*

##### 2. Comments on confidentiality

[If not already covered in previous conversations with the respondent.]

*Just to repeat before we start - I'm going to take whatever you say to me as being confidential, which means that no one else will know what you've said except members of our research team.*

[If the interview is to be digitally recorded.]

Where people are comfortable with this we usually record these discussions for later transcription and computer-assisted analysis. All transcriptions are anonymised and encrypted, and no comments are attributed to specific individuals in any reports.

[If the interview is partially transcribed at source.]

*Notes from the interview will be written up for computer-assisted analysis, but those notes will be anonymised, and no comments will be attributed to specific individuals.*

*We'd obviously be pleased if you felt able to speak frankly when you give us your views, but having said all that, if there are things that you don't want to talk about, then you obviously don't need to.*

*As we mentioned in the letter, the discussion should last from 30-40 minutes if that's OK.*

#### **START INTERVIEW/TURN MACHINE ON**

*[I'm going to start by asking a few questions about your own background.....]*

- Can you tell me a bit about your background - professional experience etc.? How did you come to be working in your current post?

[Probe to get an overview of: the respondent's mix of experience both across fields; at different levels of seniority – e.g. practice/strategic; Welsh YJ context]

- More generally, what has the role of your own agency/group been in relation to YJ work in Wales?

- Can you describe for us what you contact with, or experience of Nacro Cymru has been over the years?

[For each key strand of Nacro's work that the respondent describes, probe for their perceptions of its quality and impact]

- More generally, do you think that these activities have had any impact, on:
  - relevant areas of practice,
  - the harmonisation of youth justice and related policies,
  - the decision-making of major stakeholders, or their perceptions of key issues,
  - the contours of youth offending and/or resettlement outcomes (if this can be demonstrated), and
  - approaches to preventative work?
  
- How would you describe the work of Nacro Cymru in relation to the division of duties between the WAG and YJB?
  
- [If appropriate] Have you had any input to decisions about the content of Nacro Cymru's service delivery for the WAG?

- If current arrangements were to continue, what do you think would be the best way of defining their annual work programme?
  
- Are there particular forms of support or delivery that you'd like to see provided, but that have so far not been? (Or, would you like the overall balance of work to be different?)
  
- For each of the key work strands delivered by Nacro Cymru, what is the scope for other providers to deliver such work to the required standards in the future (and to do so at a competitive cost)?
  
- What are the advantages and disadvantages of allowing one organisation to deliver a range of youth justice-related activities, as opposed to delivery by different sources over time or by work strand?
  
- What are the advantages and disadvantages of commissioning flexible “on tap” provision of youth justice and related expertise, as compared with “in house” provision?
  
- What tests should be used to decide whether specific forms of service in this field should be commissioned by an open tendering process?
  
- Do you think that Nacro Cymru should have a role to play in the future, in relation to YJ work in Wales?
  
- Are there any other comments you would like to make, or issues you'd like to discuss that haven't been raised so far?

[Thank you, etc]

### Appendix 3 – Nacro Cymru’s work: a summary timeline with work strands, 2009-2011

<i>year</i>	<i>quarter</i>	<i>Projects</i>	<i>Projects</i>	<i>Projects</i>	<i>Work with individual YOTs</i>	<i>Other training, events, networking</i>
2009	Jan-Mar	<p><b><u>Evaluation of ACFA Outreach project in Wales</u></b>                      The aim of the evaluation was to examine the impact of OUTREACH on young people who participated in 2007 in Wales and to ascertain whether involvement resulted in an improvement in their behaviour (offending and otherwise) and the reasons for their referral to the programme.                      First draft to Assembly in February 2009.</p>	<p><b><u>Substance Misuse Review</u></b>                      Began January 2009</p>		<p><b><u>Vale of Glamorgan YOT</u></b> – NC team provided training on making prevention referrals on 26 March.  <b><u>Wrexham YOS</u></b> - NC team provided training on dangerousness to Flintshire and Wrexham YOTs on 19 February.  <b><u>Gwynedd Mon YOT</u></b> - met with the YOT on 19 February to discuss how participation can be developed. Agreed to run seven focus groups for staff and young people.</p>	<p>YMC meetings attended on 14 January and 11 March 2009.                      Reviewed business plan with YMC in March 2009.                      On 13 February 2009, NC met with YMC reference group to discuss the Youth Crime Action Plan Cymru.</p>
	Apr-Jun	<p>Reviewed comments and feedback; planned completion in May 2009. Presentation to YJCW , 5 May.</p>			<p><b><u>Pembrokeshire YOT</u></b> - NC has completed a second PSR audit for Pembrokeshire YOT to help them develop their practice. Currently drafting policies and procedures for the YOT. First draft to be at end of April 2009.</p>	<p>NC attended the Cynnydd conference (1 and 2 April 2009).                      NC attended Nacro’s youth crime conference on 2 and 3 April.                      NC presented a workshop on juvenile justice at the WAG’s children’s right conference – Let’s Get it Right – in Cardiff on 12 May 2009. A pre meeting was held with Save the Children on 4 March.</p>

<i>year</i>	<i>quarter</i>	<i>Projects</i>	<i>Projects</i>	<i>Projects</i>	<i>Work with individual YOTs</i>	<i>Other training, events, networking</i>	
2009	Jul-Sep	Outreach Evaluation submitted to the Minister.	Draft report submitted 11 August 2009	<p><b><u>Youth Justice and Participation in Wales</u></b> - Linked into YJB/WAG participation project from August 2009. Work with the Welsh Assembly Government and Youth Justice Board to develop participation in Wales as part of the delivery of the All Wales Youth Offending Strategy. Induction pack for young people. Review of orders. Support YOTs to raise awareness of needs and how to develop practice to support young people.</p>	<p><b><u>Custody Study - Merthyr Tydfil and Bridgend</u></b></p> <p>The original aim was to undertake a comparative study of high and low custody areas in Wales, however following initial scoping a decision was made to focus on those areas in Wales that had some of the highest use of custodial sentencing. Presentation of planned methodology o 25 September 2009 to Custody and Resettlement committee.</p>	<p><b><u>Vale of Glamorgan YOT</u></b> - 21 September - Training on Compliance, Review and Revocation.</p>	YMC meetings attended on 9 and 10 September 2009.

<i>year</i>	<i>quarter</i>	<i>Projects</i>	<i>Projects</i>	<i>Projects</i>	<i>Work with individual YOTs</i>	<i>Other training, events, networking</i>
2009	Oct-Dec	Report signed off by WAG.		Progress meeting on 2 December 2009.	<p><b>Vale of Glamorgan YOT</b> - 9 November - Training on Youth Rehabilitation Order. 23 November - Report writing with an emphasis on pre-sentence reports. 30 November - Intervention planning and design.</p> <p><b>Bridgend YOT</b> - Inspection Action Plan Workshop 14 October.</p>	YMC meetings attended on 2 and 3 December 2009.
2010	Jan-Mar			Meeting with court clerks on 14 January 2010.		<p>YMC meetings attended on 3 and 4 Feb, 31 March and 1 April 2010.</p> <p>Progress meetings for convergence project on 12 February and 19 March 2010.</p> <p>Attended 5 Nations Conference planning group meetings on 1st February, 18th February and 25th March.</p> <p>Attended the Communities and Culture Inquiry report launch on 25th February.</p> <p>The following further meetings were attended during the period; the UNCRC monitoring group on 3rd March.</p> <p>Attended National Youth Agency conference for youth justice stakeholder on 13 and 14 January 2010.</p>

<i>year</i>	<i>quarter</i>	<i>Projects</i>	<i>Projects</i>	<i>Projects</i>	<i>Work with individual YOTs</i>	<i>Other training, events, networking</i>
2010	Apr -Jun	<b>Learning Styles</b> (June/July 2010) Two literature reviews, one examining learning styles and the other speech, language and communication needs in the youth justice population.	May 2010 (draft completed)	Project reference group 29 June 2010.	<b>Vale of Glamorgan YOT</b> - In April assistance was given to the initial shaping of the restorative justice strategy.	Worked with YMC to co-ordinate a mental health seminar. YMC meetings attended on 30 June 2010 - Nacro Cymru and YMC submitted joint response to the Draft Child Poverty Strategy. Attended the Cynnydd conference on 7th April. Attended the WCCSJ conference (11th and 12th May). Project meeting attended on 29 April 2010. There was a 5 Nations Conference planning group meeting on 10th May and the conference was held on 9 and 10 June 2010 in Dublin. There were 23 delegates from Wales. The following further meetings have been attended during the period; 'Sustaining the Success' review group (20th May), the Community Justice Voluntary sector Network (3rd May and 28th June), the Royal College of Speech and Language therapists alliance meetings in Wales (25th May), the Joint Youth Justice Committee (15th June)
	Jul- Sep			The research findings were disseminated to the Custody and Resettlement Committee on 10 <sup>th</sup> September		YMC meeting attended in September 2010. Attended the evening seminar (5th July) on the general measure of implementation. Attended Prevention Committee 22 September. Attended YJB conference in Cardiff on 21 September. Attended YJB YRO event in Peterborough 30 September and 1 October. Attended the launch of the Independent Commission Inquiry into youth justice (15th July).

<i>year</i>	<i>quarter</i>	<i>Projects</i>	<i>Projects</i>	<i>Projects</i>	<i>Work with individual YOTs</i>	<i>Other training, events, networking</i>
	Oct-Dec			Findings presented to YJB Convention on the 24 <sup>th</sup> November. The draft report was also presented to the Youth Justice Committee for Wales on 17th November 2010. Project reference group meeting 8 October 2010.	<b>Pembrokeshire YOT</b> - attended a participation-mapping event on 1 October 2010.	YMC meeting attended in November. NC spoke at the Cynnydd North study day on 8 October. Attended volunteer day in Bridgend on 3 November. Attended 'Locked up and Locked out: Communication is the Key' one-day conference on 19 November (hosted by Royal College of Speech and Language Therapists).
2011	Jan-Mar	Learning Styles Completed.	Report circulated to YOTs January 2011	Reports published on the Nacro website on the 31 <sup>st</sup> March 2011	<b>Neath Port Talbot YOT</b> – work with the YOT and associated court staff to review strategies to reduce custody. On 28 January 2011 a follow-up workshop was held with court duty staff looking at the use of the secure estate on adjournment (2nd of 2 days). <b>Bridgend YOT</b> - Inspection action plan workshops on 17 January, 31 January, 14 February and 28 Feb.	YMC meetings were attended in January and March 2011. A 5 nations conference meeting was held on 24th February when responsibility was handed over from Ireland to England. Plans are progressing to hold a further event in England in 2012. The following meetings were attended during the period; progress meeting (18th January), the Joint Youth Justice Committee (9th March), planning meeting with YJB (22nd March), and the Community Justice Voluntary sector Network (29th March).
	Apr-Jun			Met with Prison Reform Trust on 13 April 2011 to discuss findings of Bridgend and Merthyr Tydfil Custody studies.		Participation events - 5 groups for young people held in Parc YOI, RCT YOS, Ceredigion YOT, Gwynedd and Ynys Mon YOT and Merthyr Tydfil YOT. 3 Practitioner events held on 5, 10 and 13 May.



<i>year</i>	<i>quarter</i>	<i>Projects</i>	<i>Projects</i>	<i>Projects</i>	<i>Work with individual YOTs</i>	<i>Other training, events, networking</i>
2011	Jul-Sep	<p><b><u>CCC Inquiry - Review of the availability and suitability of bail accommodation.</u></b></p> <p>Conduct a literature review to inform the development of a questionnaire for YOTs. Undertake a survey of all YOTs in Wales to identify the availability and suitability of provision. Undertake more detailed remand management pathway investigation in four different localities to identify the extent to which lack of suitable accommodation is contributory to denial of bail. Intentions for completion of the first two bullets (refer Progress Report p 4.) by end September.</p>	<p><b><u>CCC Inquiry - Speech, language and communication</u></b></p> <p>Support YOTs to raise awareness of needs and how to develop practice to support young people. Meetings on 17 June and 19 July with educationalists and speech and language therapists to discuss pathways and options.</p>	<p>The briefing paper 'Reducing the Number of Children and Young People in Custody' was published on the Nacro website in July 2011. Attended PRT Reducing Custody conference on 12 July and participated in a workshop on reducing custody in Wales with Bridgend YOT and the HMCS.</p>	<p><b><u>Powys YOT</u></b> - 7, 8, 13 July 2011 - Risk Management training for case managers and specialist workers</p>	<p>12 July - Reducing Custody Day (Workshop organised by Prison Reform Trust about the report on Reducing Custody). Attended AFAISAC SLC conference 22 September 2011 (day two of conference.) YMC meetings attended on 13 and 14 July.</p>

<i>year</i>	<i>quarter</i>	<i>Projects</i>	<i>Projects</i>	<i>Projects</i>	<i>Work with individual YOTs</i>	<i>Other training, events, networking</i>
2011	Oct-Dec	<p><b><u>CCC Inquiry - Review of the availability and suitability of bail accommodation</u></b></p> <p>Intend to complete in December when PACE thematic inspection is also available.</p>	<p><b><u>Custody Checklist</u></b> - Work began in December</p>	<p><b><u>Re-offending analysis</u></b></p> <ul style="list-style-type: none"> <li>• Building on existing analysis work that has been undertaken with Mon T, Ceredigion, NPT, RCT, and Cardiff. Extend the analysis to a north Wales YOT (Gwynedd Mon) and Newport and BGC to gain a wide understanding and thematic review of where reoffending is most prolific.</li> <li>• Undertake an all Wales analysis of interventions used to create a gap analysis against criminogenic criteria and Asset.</li> <li>• Report on the findings of this research for recommendations for further development in respect to improving reoffending rates in Wales. Initial scoping to be agreed by end November 2011</li> </ul>		<p>Attended the Save the Children UNCRC monitoring group (11th October) and other meetings associated with the setting up of a youth justice reporting session to inform the development of the NGO interim report (9th November and 6th December). Attended a BIG lottery briefing on 14th October. Attended the YJB Convention on 1 and 2 November.</p> <p>Met with the YJB on a number of occasions to discuss the progress of the participation project 6th and 26th October, Nacro's potential involvement in the resettlement consortium and to provide information about the ESF project (7th November) and the re-offending work (18th November). Spoke at the Cynnydd conference on 8th November. Attended the YJAP on 29th November. Attended the resettlement dialogue on 12th December</p> <p>Bail Act Training - Dates set for South Wales on 20 and 27 January/3 February North Wales on 14 or 15 Feb.</p> <p>Took part in a working group with Save the Children's Participation Unit to develop participation Induction pack.</p>

## Appendix 4 - Interventions by YOTs in Wales, by year

Table 4 – Total “pre-court” and “first-tier” interventions, by individual YOT, and year from 2007-08 to 2009-10 (with % change shown by year, and for overall period)\*

	Pre-court						First-tier					
	2007-08	2008-09	% change from previous year	2009-10	% change from previous year	overall % change (07-08 to 09-10)	2007-08	2008-09	% change from previous year	2009-10	% change from previous year	overall % change (07-08 to 09-10)
Blaenau, Gwent and Caerphilly	420	465	11%	469	1%	12%	420	289	-31%	264	-9%	-37%
Bridgend	224	212	-5%	159	-25%	-29%	113	104	-8%	88	-15%	-22%
Cardiff	486	515	6%	361	-30%	-26%	432	453	5%	410	-9%	-5%
Carmarthenshire	410	380	-7%	311	-18%	-24%	206	258	25%	200	-22%	-3%
Ceredigion	120	124	3%	120	-3%	0%	84	90	7%	54	-40%	-36%
Conwy and Denbighshire	275	417	52%	337	-19%	23%	339	278	-18%	263	-5%	-22%
Flintshire	82	149	82%	85	-43%	4%	200	159	-21%	156	-2%	-22%
Gwynedd Mon	452	370	-18%	241	-35%	-47%	279	254	-9%	245	-4%	-12%
Merthyr Tydfil	71	109	54%	85	-22%	20%	67	51	-24%	74	45%	10%
Monmouthshire and Torfaen	388	349	-10%	308	-12%	-21%	278	219	-21%	186	-15%	-33%
Neath Port Talbot	206	211	2%	227	8%	10%	120	142	18%	130	-8%	8%
Newport	214	363	70%	301	-17%	41%	260	211	-19%	223	6%	-14%
Pembrokeshire	272	180	-34%	177	-2%	-35%	172	156	-9%	119	-24%	-31%
Powys	186	203	9%	212	4%	14%	157	132	-16%	108	-18%	-31%
Rhondda Cynon Taff	315	323	3%	341	6%	8%	266	217	-18%	214	-1%	-20%
Swansea	386	331	-14%	167	-50%	-57%	156	158	1%	148	-6%	-5%
Vale of Glamorgan	257	224	-13%	166	-26%	-35%	176	114	-35%	139	22%	-21%
Wrexham	235	294	25%	230	-22%	-2%	217	270	24%	212	-21%	-2%
	4999	5219	4%	4297	-18%	-14%	3942	3555	-10%	3233	-9%	-18%

\* For a breakdown of categories for “pre-court” and “first tier”, see **Table 6**, below.

**Table 5 - Total “community” and “custody” interventions, by individual YOT, and year from 2007-08 to 2009-10 (with % change shown by year, and for overall period)**

	Community						Custody					
	2007-08	2008-09	% change from previous year	2009-10	% change from previous year	overall % change (07-08 to 09-10)	2007-08	2008-09	% change from previous year	2009-10	% change from previous year	overall % change (07-08 to 09-10)
Blaenau, Gwent and Caerphilly	189	126	-33%	99	-21%	-48%	32	33	3%	11	-67%	-66%
Bridgend	66	67	2%	71	6%	8%	20	20	0%	19	-5%	-5%
Cardiff	331	325	-2%	244	-25%	-26%	66	58	-12%	58	0%	-12%
Carmarthenshire	117	114	-3%	71	-38%	-39%	21	19	-10%	14	-26%	-33%
Ceredigion	26	26	0%	12	-54%	-54%	3	3	0%	1	-67%	-67%
Conwy and Denbighshire	135	160	19%	114	-29%	-16%	24	25	4%	20	-20%	-17%
Flintshire	61	78	28%	69	-12%	13%	13	17	31%	14	-18%	8%
Gwynedd Mon	140	95	-32%	84	-12%	-40%	17	18	6%	11	-39%	-35%
Merthyr Tydfil	30	36	20%	47	31%	57%	14	22	57%	30	36%	114%
Monmouthshire and Torfaen	119	95	-20%	86	-9%	-28%	16	6	-63%	12	100%	-25%
Neath Port Talbot	68	70	3%	67	-4%	-1%	17	18	6%	7	-61%	-59%
Newport	111	128	15%	114	-11%	3%	22	31	41%	23	-26%	5%
Pembrokeshire	57	43	-25%	31	-28%	-46%	4	4	0%	2	-50%	-50%
Powys	41	52	27%	50	-4%	22%	5	5	0%	10	100%	100%
Rhondda Cynon Taff	130	113	-13%	68	-40%	-48%	22	37	68%	18	-51%	-18%
Swansea	116	109	-6%	59	-46%	-49%	26	25	-4%	6	-76%	-77%
Vale of Glamorgan	59	68	15%	78	15%	32%	17	11	-35%	11	0%	-35%
Wrexham	163	181	11%	146	-19%	-10%	39	35	-10%	23	-34%	-41%
	1959	1886	-4%	1510	-20%	-23%	378	387	2%	290	-25%	-23%

\* For a breakdown of categories for “community” and “custody”, see **Table 6** below.

**Table 6 – Breakdown of intervention categories, by year**

2007-08	2008-09	2009-10
<b>Pre-court</b>		
Police Reprimand	Police Reprimand	Police Reprimand
Final Warning Without Intervention	Final Warning	Final Warning
Final Warning & Intervention		Conditional Caution
<b>First-tier</b>		
Absolute Discharge	Absolute Discharge	Absolute Discharge
Bind Over	Bind Over	Bind Over
Compensation Order	Compensation Order	Compensation Order
Conditional Discharge	Conditional Discharge	Conditional Discharge
Fine	Fine	Fine
Referral Order	Referral Order	Referral Order
Reparation Order	Reparation Order	Reparation Order
Sentence Deferred	Sentence Deferred	Sentence Deferred
<b>Community</b>		
Action Plan Order	Action Plan Order	Action Plan Order
Attendance Centre Order	Attendance Centre Order	Attendance Centre Order
Community Punishment & Rehabilitation Order	Community Punishment & Rehabilitation Order	Community Punishment and Rehabilitation Order
Community Punishment Order	Community Punishment Order	Community Punishment Order
Community Rehabilitation Order	Community Rehabilitation Order	Community Rehabilitation Order
Community Rehabilitation Order & Conditions	Community Rehabilitation Order & Conditions	Curfew Order
Curfew Order	Curfew Order	Drug Treatment and Testing Order
Drug Treatment & Testing Order	Drug Treatment & Testing Order	Supervision Order
Supervision Order	Supervision Order	Youth Rehabilitation Order
Supervision Order & Conditions	Supervision Order & Conditions	
<b>Custody</b>		
Detention & Training Order (4 months)	Detention & Training Order (4 months)	Detention and Training Order
Detention & Training Order (4 months plus to 2 years)	Detention & Training Order (4 months plus to 2 years)	Section 226 (Life)
Section 90 - 91	Section 90 - 91	Section 226 (Public Protection)
Section 226 (detention for life)	Section 226 (detention for life)	Section 90-92 Detention
Section 226 (detention for public protection)	Section 226 (detention for public protection)	Section 228
Section 228	Section 228	

## Appendix 5 – First time entrants by local authority area in Wales, by year

12 month period to the end of March:																						
	2000/01	2001/02	% change from previous year	2002/03	% change from previous year	2003/04	% change from previous year	2004/05	% change from previous year	2005/06	% change from previous year	2006/07	% change from previous year	2007/08	% change from previous year	2008/09	% change from previous year	2009/10	% change from previous year	2010/11	% change from previous year	% change overall from 00/01 to 10/11
<b>England</b>	<b>1,689</b>	<b>1,642</b>	<b>-3%</b>	<b>1,515</b>	<b>-8%</b>	<b>1,606</b>	<b>6%</b>	<b>1,757</b>	<b>9%</b>	<b>1,976</b>	<b>12%</b>	<b>2,050</b>	<b>4%</b>	<b>1,863</b>	<b>-9%</b>	<b>1,493</b>	<b>-20%</b>	<b>1,179</b>	<b>-21%</b>	<b>876</b>	<b>-26%</b>	<b>-48%</b>
Blaenau Gwent	2,288	2,210	-3%	1,896	-14%	2,057	8%	1,765	-14%	1,769	0%	2,802	58%	2,127	-24%	1,890	-11%	1,985	5%	1,233	-38%	-46%
Bridgend	1,641	1,914	17%	1,677	-12%	1,394	-17%	1,389	0%	1,567	13%	1,603	2%	1,692	6%	1,346	-20%	1,165	-13%	953	-18%	-42%
Caerphilly	1,945	2,060	6%	1,947	-5%	1,882	-3%	1,789	-5%	1,880	5%	2,414	28%	1,975	-18%	1,906	-4%	1,441	-24%	1,298	-10%	-33%
Cardiff	2,177	2,174	0%	1,969	-9%	1,810	-8%	1,738	-4%	2,054	18%	1,765	-14%	1,852	5%	1,706	-8%	1,300	-24%	569	-56%	-74%
Carmarthenshire	1,908	1,900	0%	1,813	-5%	1,790	-1%	1,453	-19%	1,991	37%	2,116	6%	1,615	-24%	1,665	3%	1,420	-15%	1,052	-26%	-45%
Ceredigion	1,734	1,825	5%	1,861	2%	2,028	9%	1,649	-19%	2,006	22%	1,664	-17%	1,462	-12%	1,310	-10%	1,307	0%	1,342	3%	-23%
Conwy	1,858	1,616	-13%	1,755	9%	2,009	14%	1,529	-24%	1,748	14%	2,133	22%	2,010	-6%	1,721	-14%	1,307	-24%	993	-24%	-47%
Denbighshire	1,516	1,682	11%	1,652	-2%	1,686	2%	1,395	-17%	2,022	45%	2,112	4%	1,754	-17%	1,705	-3%	1,353	-21%	1,065	-21%	-30%
Flintshire	1,202	1,523	27%	1,357	-11%	1,346	-1%	1,616	20%	1,480	-8%	1,623	10%	1,862	15%	1,713	-8%	1,086	-37%	943	-13%	-22%
Gwynedd	2,125	2,082	-2%	1,768	-15%	1,808	2%	1,699	-6%	1,573	-7%	1,949	24%	2,239	15%	1,707	-24%	1,285	-25%	808	-37%	-62%
Isle of Anglesey	1,752	1,994	14%	1,749	-12%	1,873	7%	2,162	15%	1,615	-25%	1,821	13%	2,045	12%	1,959	-4%	1,783	-9%	751	-58%	-57%
Merthyr Tydfil	1,293	1,660	28%	2,158	30%	1,491	-31%	1,218	-18%	1,260	3%	1,480	17%	1,512	2%	2,023	34%	1,569	-22%	1,308	-17%	1%
Monmouthshire	1,225	1,068	-13%	1,529	43%	1,464	-4%	1,350	-8%	1,542	14%	1,830	19%	2,179	19%	1,503	-31%	1,367	-9%	815	-40%	-33%
Neath Port Talbot	1,712	1,671	-2%	1,619	-3%	1,670	3%	1,947	17%	1,639	-16%	1,523	-7%	1,499	-2%	1,607	7%	1,496	-7%	936	-37%	-45%
Newport	1,992	2,258	13%	2,040	-10%	1,917	-6%	2,009	5%	2,145	7%	2,506	17%	2,766	10%	2,697	-2%	2,014	-25%	1,132	-44%	-43%
Pembrokeshire	2,098	2,285	9%	1,705	-25%	2,159	27%	1,521	-30%	2,129	40%	2,366	11%	1,954	-17%	1,414	-28%	1,286	-9%	950	-26%	-55%
Powys	1,336	1,382	3%	1,567	13%	1,647	5%	1,592	-3%	2,005	26%	1,565	-22%	1,239	-21%	1,369	11%	1,292	-6%	792	-39%	-41%
Rhondda, Cynon, Taff	1,504	1,265	-16%	1,345	6%	1,329	-1%	1,531	15%	1,260	-18%	1,428	13%	1,434	0%	1,351	-6%	1,437	6%	1,301	-9%	-14%
Swansea	1,558	1,205	-23%	1,435	19%	1,607	12%	1,508	-6%	1,841	22%	1,579	-14%	1,733	10%	1,441	-17%	890	-38%	762	-14%	-51%
The Vale of Glamorgan	1,487	1,744	17%	1,585	-9%	1,715	8%	1,775	4%	1,799	1%	1,773	-1%	1,802	2%	1,658	-8%	1,249	-25%	449	-64%	-70%
Torfaen	1,862	2,088	12%	2,175	4%	2,067	-5%	1,852	-10%	2,383	29%	2,943	24%	2,326	-21%	2,551	10%	1,545	-39%	1,341	-13%	-28%
Wrexham	1,896	1,936	2%	1,612	-17%	1,809	12%	1,761	-3%	1,824	4%	1,734	-5%	1,949	12%	2,270	16%	1,540	-32%	1,041	-32%	-45%
<b>Wales</b>	<b>1,752</b>	<b>1,786</b>	<b>2%</b>	<b>1,715</b>	<b>-4%</b>	<b>1,726</b>	<b>1%</b>	<b>1,650</b>	<b>-4%</b>	<b>1,805</b>	<b>9%</b>	<b>1,904</b>	<b>5%</b>	<b>1,844</b>	<b>-3%</b>	<b>1,723</b>	<b>-7%</b>	<b>1,378</b>	<b>-20%</b>	<b>961</b>	<b>-30%</b>	<b>-45%</b>
<b>England &amp; Wales</b>	<b>1,693</b>	<b>1,650</b>	<b>-3%</b>	<b>1,527</b>	<b>-7%</b>	<b>1,612</b>	<b>6%</b>	<b>1,751</b>	<b>9%</b>	<b>1,967</b>	<b>12%</b>	<b>2,042</b>	<b>4%</b>	<b>1,863</b>	<b>-9%</b>	<b>1,507</b>	<b>-19%</b>	<b>1,191</b>	<b>-21%</b>	<b>881</b>	<b>-26%</b>	<b>-48%</b>

## Appendix 6 – Examples of research projects procured on the open market, with costs

<b>Project</b>	<b>Evaluation of the Welsh Community Safety Fund 2006-2009</b>
Purpose, aims	The evaluation aimed to deliver a robust mid-term assessment of progress at both national and local level, to inform recommendations about the shape and direction of future youth crime prevention work across Wales.
Key strands	<ul style="list-style-type: none"> <li>➤ <b>Review of reviews</b> - analysis of existing reviews of research and policy literature on community-based interventions aimed at young people, and of problem-solving ('SARA') approaches adopted in such work;</li> <li>➤ <b>Trend analysis</b> – longitudinal comparison of youth crime and numbers of first time entrants in the criminal justice system in Wales since 2002/3;</li> <li>➤ <b>Analysis of SCF data-base material</b> – to summarise and assess material held in the SCF programme data-base in order to: <ul style="list-style-type: none"> <li>○ describe the breadth and progress of SCF-funded activity nationally,</li> <li>○ examine the degree to which areas and individual projects “have followed the SARA criteria”, and also</li> <li>○ describe the extent to which local projects fit with the All Wales Youth Offending Strategy;</li> </ul> </li> <li>➤ <b>Evaluation of sample of programmes and projects in three localities</b> – in-depth case-study research in Swansea, Rhondda Cynon Taf, and Flintshire, with samples of 3-4 individual SCF-funded projects in each area. This work involved analysis of local documentation and data, individual and focus group interviews with agency representatives, group discussions with young people on projects, and interviews with community representatives</li> </ul>
Final data-set	<p>Quantitative data-sets as above. Qualitative data included material from:</p> <ul style="list-style-type: none"> <li>➤ Interviews with strategic managers (the Community Safety Partnership and Youth Offending Service managers) responsible for commissioning projects funded by the SCF (n=6);</li> <li>➤ Interviews with the managers of the projects and front-line workers employed on these projects (23 project staff - 7 from Swansea, 9 from Rhondda Cynon Taf and 7 from Flintshire);</li> <li>➤ 5 focus groups were held with young people participating in SCF-funded projects (2 in Swansea, 2 in Rhondda Cynon Taf and 1 in Flintshire), and 2 community focus groups held in Swansea.</li> </ul> <p>Final report available at:  <a href="http://wales.gov.uk/topics/housingandcommunity/research/safety/comfund0609/?lang=en">http://wales.gov.uk/topics/housingandcommunity/research/safety/comfund0609/?lang=en</a></p>
Research sites	Three
Timescale	10 months
Cost	£116,000

Project	Evaluation of INCLUDE Turnaround programme
Purpose, aims	INCLUDE was set up to assist young people who have engaged in significant substance abuse. The evaluation aimed to assess the overall effectiveness of the service in achieving positive outcomes for young people involved in problematic substance use.
Key strands, final data-set	<p>The research involved a focus on both process and impact of the INCLUDE project, using a combination of quantitative and qualitative research methods to provide a thorough assessment of the way in which the project worked, and the outcomes that students have experienced, undertaking:</p> <ul style="list-style-type: none"> <li>➤ literature review;</li> <li>➤ collection and analysis of local documentation/data;</li> <li>➤ interviews with staff and external agency representatives (24 interviews with external agency representatives and 12 Turnaround project staff);</li> <li>➤ observational work (of group sessions);</li> <li>➤ interviews with young people (n=19);</li> <li>➤ data analysis (SPSS for quantitative; NVIVO for qualitative);</li> <li>➤ process evaluation to generate evidence concerning project delivery and implementation issues and to help describe referral processes and the actual functioning of the projects in the short, medium and long term;</li> <li>➤ outcome evaluation to enable the research team to describe and measure project impacts on young people in the immediate, medium and longer term.</li> </ul> <p>Final report available at - <a href="http://wales.gov.uk/topics/housingandcommunity/safety/substancemisuse/research/includeeval/?lang=en">http://wales.gov.uk/topics/housingandcommunity/safety/substancemisuse/research/includeeval/?lang=en</a></p>
Research sites	Three
Timescale	9 months
Cost	£62,000

Project	Evaluation of Early Parenting Intervention Programme (EPIP)
Purpose, aims	<p>The research involved process and outcome evaluations, and was designed to allow for the identification of effective models for delivering early preventive services to substance misusing parents.</p> <p><b>The objectives of the evaluation were to:</b></p> <ul style="list-style-type: none"> <li>➤ identify the most effective models to deliver early preventive services to substance misusing parents;</li> <li>➤ identify the preconditions for effective implementation of the models, and the contexts in which specific models are appropriate;</li> <li>➤ assess the impact of the projects as a whole, including links with, and impacts on, other organisations;</li> <li>➤ add to the body of knowledge on effective evaluation of community-based schemes, and to make recommendations for more effective evaluation of such projects in future.</li> </ul>



Key strands, final data-set	<p><b>The evaluation included:</b></p> <ul style="list-style-type: none"> <li>➤ a process evaluation, examining project design, delivery and implementation</li> <li>➤ an outcome evaluation that focused on describing and measuring project impact on parents and their children.</li> </ul> <p><b>The key methods were:</b></p> <ul style="list-style-type: none"> <li>➤ a review of research and policy literature;</li> <li>➤ analysis of local documentation and data;</li> <li>➤ 22 in-depth project staff interviews;</li> <li>➤ 20 external agency representative interviews and online survey;</li> <li>➤ in-depth interviews with 28 parents and 10 children;</li> <li>➤ case-file reviews; and</li> <li>➤ interviews with national experts.</li> </ul> <p>Final report available at - <a href="http://wales.gov.uk/about/aboutresearch/social/latestresearch/earlyintervention/?lang=en">http://wales.gov.uk/about/aboutresearch/social/latestresearch/earlyintervention/?lang=en</a></p>
Research sites	5 parenting projects in Wales
Timescale	17 months
Cost	£81,000

Project	Evaluation of the Transitional Support Scheme (TSS)
Purpose, aims	<p>The main aim of the research was to evaluate the effectiveness of TSS in terms of (a) quality and effectiveness of organisational processes and practices, and (b) impact on the client group.</p> <p>More specifically, the objectives were to evaluate the implementation of the Scheme in:</p> <ul style="list-style-type: none"> <li>➤ publicising its services to relevant statutory and voluntary agencies;</li> <li>➤ training and managing mentors;</li> <li>➤ recruiting the target offender group;</li> <li>➤ making and maintaining contact with offenders prior to and after release;</li> <li>➤ the quality of support provided;</li> <li>➤ referrals to other agencies;</li> <li>➤ record-keeping;</li> <li>➤ handling of overlaps or competition with other similar schemes;</li> <li>➤ tackling any barriers to offenders' access to the Scheme or to post release services;</li> <li>➤ including prisoners with alcohol as well as drug misuse problems;</li> </ul> <p>and to measure any impact on the client group in terms of:</p> <ul style="list-style-type: none"> <li>➤ reducing re-offending (to the extent that this is feasible);</li> <li>➤ reducing levels and harmful patterns of substance misuse; and</li> <li>➤ Increasing access to rehabilitative interventions in NOMS pathway areas such as housing, education, training and employment.</li> </ul>

Key strands, final data-set	<ul style="list-style-type: none"> <li>➤ trawls of relevant literature;</li> <li>➤ interviews with project staff (n=16), offenders pre-release (n=24), offenders post release (n=24), agency representatives (n=18) and other stakeholders;</li> <li>➤ observation of Scheme activities;</li> <li>➤ analysis of TSS records (84 individual case records and databases containing information on clients dating back to 2004);</li> <li>➤ a small reconviction study, comparing the two-year reconviction rates of offenders who participated in TSS in 2004-06 with those of a comparison groups on non-participants who were in Parc prison during the same period;</li> <li>➤ further analysis was undertaken of measure of 'distance' travelled (e.g. in terms of housing and employment)</li> </ul> <p>Final report available at:  <a href="http://wales.gov.uk/topics/housingandcommunity/safety/substancemisuse/research/tsseval/?lang=en">http://wales.gov.uk/topics/housingandcommunity/safety/substancemisuse/research/tsseval/?lang=en</a></p>
Research sites	Two – divided broadly into North Wales, and South Wales, Gwent and Dfyled Powys
Timescale	9 months
Cost	£65,000

<b>Project</b>	<b>National research project focusing on the comparative effectiveness of interventions to address anti-social behaviour</b>
Purpose, aims	The research study was designed to focus on the effectiveness of ASB interventions, and to address the key research question – <i>Which interventions for ASB are most effective, for whom, and for which types of ASB incidents?</i>
Key strands, final data-set	<p>There were two interrelated strands to the project:</p> <ul style="list-style-type: none"> <li>➤ a quantitative strand focusing on gathering and analysing computerised ASB data from a sample of areas to examine perpetrator “pathways”, and</li> <li>➤ a qualitative strand designed to generate more detailed data concerning the context in which ASB interventions are made, and also to focus in particular on adult perpetrators.</li> </ul> <p>For the quantitative strand, the team approached 82 areas across England and Wales, in order to examine their data-collection practice, and to assess the quality and availability of local ASB data-sets. Some 300 discussions of varying length were held with ASB professionals during this stage. This process allowed the team to “map out” and categorise current ASB data-collection arrangements, and also to identify a mix of areas where local data-sets could be accessed and aggregated into an overall data-set for the study. The final quantitative data-set for the study is made up of ASB data gathered from across 10 sample areas. The records concern a total of 4,307 separate ASB interventions, and a total of 3,382 individual perpetrators.</p> <p>For the qualitative strand, 54 semi-structured interviews were conducted with ASB practitioners. Thirty-three case studies were selected from four sites for a more detailed analysis. Individual case management files were reviewed in detail and interviews were conducted with a number of different practitioners involved in handling these cases.</p> <p>Final report available at: <a href="http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/horr51/horr51-report?view=Binary">http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/horr51/horr51-report?view=Binary</a></p>

Research sites	As described above.
Timescale	15 months
Cost	£240,000

<b>Project</b>	<b>Evaluation of Community Reinforcement and Family Training (CRAFT) programme, focusing on substance misusers and “concerned significant others (CSOs)”;</b>
Purpose, aims	<p>The main aims of the research were to conduct:</p> <p>A process evaluation to:</p> <ul style="list-style-type: none"> <li>➤ examine recruitment and training of CSOs;</li> <li>➤ examine decision-making by CSOs and staff regarding the format and duration of training;</li> <li>➤ examine the fidelity of training to the CRAFT model;</li> <li>➤ describe the use of influencing skills by CSOs on substance misusers; and</li> <li>➤ identify minimum core skills required of the therapist.</li> </ul> <p>An outcome evaluation to examine:</p> <ul style="list-style-type: none"> <li>➤ substance misusers who enter and sustain treatment/change;</li> <li>➤ benefits for CSOs - including reduction of stress; and</li> <li>➤ the impact of influencing skills by CSOs on their relationships with the substance misuser.</li> </ul>
Key strands, final data-set	<p>The research combined quantitative and qualitative methods, including:</p> <ul style="list-style-type: none"> <li>➤ a rapid review of background literature;</li> <li>➤ collection and analysis of project documentation and data;</li> <li>➤ interviews with all CRAFT staff (n=5) and seven external stakeholders;</li> <li>➤ interviews with seven CSOs (six past participants and one current CSO, comprising 13% of those who engaged with the full CRAFT programme);</li> <li>➤ analysis of written CSO feedback (n=18, comprising 19% of the total client group, 58% of those recorded as completing the programme).</li> </ul> <p>Final report available at:  <a href="http://wales.gov.uk/about/aboutresearch/social/latestresearch/craftpilotevaluation/?lang=en">http://wales.gov.uk/about/aboutresearch/social/latestresearch/craftpilotevaluation/?lang=en</a></p>
Research sites	one
Timescale	4 months
Cost	£25,000

## REFERENCES

ARCS UK (2008) *Reducing offending: A critical review of the international research evidence*. NIO Research and Statistical Series: Report No. 18. Belfast: Northern Ireland Office. (Internet at <http://www.rethinking.org.nz/images/newsletter%20PDF/Issue%2057/Northern%20Ireland%20Lit%20Review%20of%20Reducing%20Reoffending.pdf> )

Bateman T and Stanley C (2002) *Patterns of Sentencing Differential sentencing across England and Wales* London: YJB

Drakeford, M. (2010) 'Devolution and youth justice in Wales', *Criminology and Criminal Justice*, 2010 10: 137.

Farrington, D.P., Gottfredson, D.C., Sherman, L.W. and Welsh, B.C. (2002) 'The Maryland Scientific Methods Scale'. In Sherman, L.W., Farrington, D.P., Welsh, B.C. and MacKenzie, D.L. (Eds.). *Evidence-based Crime Prevention*. London and New York: Routledge.

HM Inspectorate of Probation (2010a) Core Case Inspection of youth offending work in England and Wales. Report on youth offending work in Vale of Glamorgan. Manchester: HMI Probation.

HM Inspectorate of Probation (2010b) Core Case Inspection of youth offending work in England and Wales. Report on youth offending work in Pembrokeshire. Manchester: HMI Probation.

HM Inspectorate of Probation (2010c) Core Case Inspection of youth offending work in England and Wales. Report on youth offending work in Merthyr Tydfil. Manchester: HMI Probation.

Liddle, M. (2008) 'Reviewing the effectiveness of community safety policy and practice – an overview of current debates and their background'. In: *International Report - Crime Prevention and Community Safety: Trends and Perspectives*, International Centre for the Prevention of Crime, Montreal: ICPC. (Internet : [http://www.crime-prevention-intl.org/fileadmin/user\\_upload/Publications/International\\_Report\\_on\\_Crime\\_Prevention\\_and\\_Community\\_Safety\\_ANG.pdf](http://www.crime-prevention-intl.org/fileadmin/user_upload/Publications/International_Report_on_Crime_Prevention_and_Community_Safety_ANG.pdf))

Morgan, R (2009) *Report to the Welsh Assembly Government on the question of Devolution of Youth Justice Responsibilities*. Cardiff: Welsh Assembly Government.

Nacro Cymru (2004) *Risk factors: A survey of young people sentenced to custody*. London: Nacro.

Nacro Cymru (2005) *Youth offending teams, young people and accommodation*. London: Nacro.

Nacro Cymru (2006) *Custody and young people's living arrangements*. London: Nacro.

National Assembly for Wales (2010) *Youth Justice: The experience of Welsh children in the Secure Estate*. Cardiff: National Assembly for Wales, Communities and Culture Committee.

National Audit Office (undated) *Getting Value for Money from Procurement - How Auditors Can Help*. London: Office of Government Commerce.

Neal, J. (2007) 'Youth Policy and Youth Justice', in C. Williams (ed.) *Social Policy for Social Welfare Practice in a Devolved Wales*, pp. 185–206. Birmingham: Venture Press.

PricewaterhouseCoopers (PwC); London Economics and Ecorys (2011) *Public procurement in Europe – cost and effectiveness. A study on procurement regulation. Prepared for the European Commission*. London: PwC, London Economics and Ecorys. Online at: [http://ec.europa.eu/internal\\_market/publicprocurement/docs/modernising\\_rules/cost-effectiveness\\_en.pdf](http://ec.europa.eu/internal_market/publicprocurement/docs/modernising_rules/cost-effectiveness_en.pdf)

Welsh Assembly Government (2011) *Devolution of Youth Justice*. Cardiff: Welsh Assembly Government.

Youth Justice Board (2011) *YOT Data Recording Guidance 2011/12 - Data submission to the YJB by YOTs in Wales*. Online at: <http://www.justice.gov.uk/downloads/youth-justice/monitoring-performance/data-recording-guidance-and-counting-rules/data-recording-guidance-2011-12-wales.pdf>