

Managing Offenders - Doing things differently.

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**An evaluation of Glasgow Community & Safety Services: Offender
Management Programme.**

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with

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for **Policing Research**

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EXECUTIVE SUMMARY

Introduction

Glasgow Community and Safety Services (GCSS) is a company limited by guarantee with charitable trust status and was jointly owned by Glasgow City Council and Strathclyde Joint Police Authority¹. GCSS was formed in 2006 from a partnership approach bringing together Glasgow City Council, Strathclyde Police, Strathclyde Fire and Rescue, Glasgow Community Safety Partnership and Streetwatch Glasgow. Such an approach to offender management was perceived at the time to be innovative and it is believed that the services developed then and since are pioneering, and particularly so in relation to offender management.

This research was conducted for GCSS and was supported by a small grant from the Scottish Institute for Policing Research (SIPR) to cover research expenses. While GCSS offers a range of services (see appendix 1) this particular evaluation is concerned with Choice Works and in particular with their Offender Intervention Service (OIS). The programme provides an alternative to short term prison sentences for those on Community Payback Orders (CPO) and for young men, aged 16-25, who are persistent low tariff offenders or young people who are deemed to be at risk of engaging in offending patterns of behaviour. The aim of the programme is through partnership working with the Police, Criminal Justice Social Work and the Council, to:

- provide effective and early interventions;
- help clients to address their offending behaviour;
- provide educational and vocational opportunities;
- encourage desistance from offending;
- develop employability skills;

in order to ensure that clients exiting the programme are 'work ready' and have a positive outlook for their future. Each programme runs for 12 weeks.

¹ At the time of data collection Scotland had 8 independent police forces. However, from 1st of April, 2013 they became the national police force – Police Scotland.

Methodology

There were three stages to the research. Stage one involved a short review of the existing literature, and introductory visits to GCSS to establish context and background. Stage two involved interviews with staff involved in strategic management, middle management and those who deliver the Programme, and those partner agencies who accepted the invitation to be interviewed. It also involved focus groups with young people who had been and were on the Young People's Offender Management Programme, and a third focus group was undertaken with a sample of those who were on a programme with GCSS under Community Pay Back Legislation. In stage three an analysis of statistical data, requested by us and provided by GCSS from their bespoke database, was undertaken.

This report documents and analyses the experience and views of staff and partner agencies on the development of the service from the perspective of those strategically involved in its management through to frontline staff who are responsible for its delivery and service users. It is based on data obtained from the interviews and focus groups carried out. Of particular interest to this study are the clients' experiences and perceptions of the service. The research was conducted in line with the ethical guidelines of the British Sociological Association, The British Society of Criminology and Glasgow Caledonian University.

Summary Findings

GCSS has in a relatively short time proved that they are providing much needed and successful community based programmes as an effective alternative to traditional custodial sentences for a group of offenders which contributes to addressing the gaps that existing services were unable to address in relation to offender management. Thus their services, they argue, complement existing services and provide an innovative value-for-money service – Choice Works. They have consistently met their targets in relation to the numbers of clients engaged in their programmes and in reducing re-offending amongst their client group. GCSS have established good partnership working and developed effective programmes for OIS and CPO.

Good practice

- Excellent example of information sharing between agencies.
- Fast and effective justice for communities and effective and nuanced interventions to address individual needs and community issues.
- A holistic approach that supports clients' personal issues, challenges their offending behaviours, and provides education and work experience.
- It is evident that the organisation is continuing to be innovative and further develop services in line with the needs of the client group they serve and perceived gaps in the current criminal justice provision of services.
- Clients' perceptions are that the staff are exceptionally helpful and supportive in dealing with them – something that our respondents report is not always found to be the case in other services they have used.
- The GCSS model of partnership working provides a blueprint for similar service sector development. However caution should be taken against giving the impression that one size fits all. The Choice Works programmes' success lies in its ability to nuance resources specifically to individual and local needs.

Recommendations/Areas for Development

- Discussions should continue with their key partners, some of whom are more closely integrated than others. The evidence here supports closer integration to ensure that GCSS can continue to deliver fast and effective interventions for individuals and the communities they serve.
- The excellent work in establishing work placements should continue and discussions with partners be extended to examine the issues of further training and skill development of GCSS's clients.
- Volunteering and/or training opportunities for clients exiting an offender management programme should be pursued in order to provide some continuity of lifestyle for the clients while they pursue full-time employment.
- Some consideration should be given to ensuring that the clients are clear about the aims of the programmes. It would appear that some clients'

expectations for the programmes are in excess of what the programme can deliver.

- Links should continue to be made with 3rd sector bespoke services to provide additional support for those clients with specific issues, such as addictions, that are aligned to their offending patterns of behaviour.
- Closer links with other organisations such as the Prince's Trust should be considered especially in relation to offering opportunities for clients to develop additional skills, such as providing driving lessons. The lack of a driving licence was perceived by many of the clients as a significant issue for them to overcome in securing full-time employment given the nature of the construction industry.
- A cautious approach towards commercialisation of GCSS is supported by the evidence that there is concern this would distract from the excellent service delivery that GCSS are currently providing.
- Communication strategies within GCSS should be reviewed to ensure that staff feel they are able to contribute towards the development of the services provided by the company and that they are fully apprised of changes in service delivery in order to maintain good relations at the client/public/GCSS interface.
- There is still some scope for discussion with other statutory agencies around the issues of allowances and benefits that clients can access while engaging in an offender management programme. It would appear from our client group that some feel the current level of allowance is too punitive.
- Discussions with the Fiscal services should continue to examine the possibility of fast tracking those individuals who would be eligible for an offender management programme. However, such a policy, if it were to be developed, would effectively remove the voluntary nature of the current programme. Some consideration should be given to this as it may change the dynamic of the programmes. Clients who volunteer to be on such a programme may be more committed to change than clients who are required to be.
- The additional development and pilot of a through-care service should be evaluated and pursued to fill the identified gap in the current service provision for clients who are exiting a custodial sentence.

CHAPTER ONE: INTRODUCTION

Introduction

1. The need for effective alternatives to custody for low tariff, high volume offending, was reinforced by the Scottish Government's amendments to the Criminal Justice and Licensing (Scotland) Act 2010² which seeks to replace short term custodial sentences of three months or less with community based programmes, which would help address the ever increasing prison populations and demonstrate recognition that imprisonment does not meet the needs of many of those who find themselves there.

1.1 Community based programmes should challenge vulnerable people's criminal/anti-social behaviour to encourage desistance and enable them through education and social support to acquire positive social, and work-ready skills and practices.

1.2 Glasgow Community and Safety Services (GCSS) provide a broad range of services (see appendix 1). However this research is primarily concerned with their Offending Intervention Services which aim to provide alternatives to traditional criminal justice routes for young men, aged 12-25, and for those on Community Payback Orders (CPO) through their Offender Intervention Services (OIS). It is specifically designed for those who have come to the attention of the police and those who may be on the cusp of, or who have been involved in, criminal/anti-social behaviour - typically those involved in relatively low tariff offences or those who have been assessed as most likely to benefit from a community based disposal.

1.3 GCSS was formed in 2006 from a partnership approach bringing together Glasgow City Council, Strathclyde Police, Strathclyde Fire and Rescue, Glasgow Community Safety Partnership and Streetwatch Glasgow and it is believed to be a pioneering service provider in relation to offender management. It is a company limited by guarantee with charitable

² <http://www.scotland.gov.uk/Topics/Justice/criminal-justice-bill> (accessed 16/10/2010)

trust status and was originally jointly owned by Glasgow City Council and Strathclyde Joint Police Authority³.

1.4 Its offender management programmes operate from various sites in and around Glasgow city and its head office is now located in the east end of Glasgow.

1.5 GCSS also work in partnership with, for example, the Violence Reduction Unit⁴ (VRU) providing some of the support services for their CIRV programme.

1.6 Glasgow, Scotland's largest city, which is benefiting from significant investment and regeneration, and the developments for hosting of the Commonwealth Games in 2014, still has significant issues with poverty deprivation, anti-social behaviour and violent crime.

1.7 The latest update of the Scottish Index of Multiple Deprivation (SIMD)⁵ shows that despite this investment 41% of Glasgow's datazones lie within the 15% most employment deprived communities in Scotland and that 19.2% of Glasgow's working age population experience employment deprivation. Furthermore 43% of its datazones also fall within the lowest 15% of the most income deprived communities in Scotland and 26.4% of its population experience income deprivation.

1.8 Therefore at a time when there is increased desire to reduce prison populations, to provide young people with the skills to make positive life choices, and to establish an effective, nuanced single Scottish Police force that meets the national and local needs of the Scottish people, it is apposite to evaluate the service's contribution to the Scottish criminal justice system; what has it achieved; what has been particularly effective; what are the clients' experiences and perceptions of the service; and what is needed for the continuance of this quality service.

3 At the time of data collection Scotland had 8 independent police forces. However, during the analysis and write up of the report they merged on the 1st of April, 2013 to become a national police force – Police Scotland.

4 The Violence Reduction Unit (VRU) - In January 2005 Strathclyde Police established the Violence Reduction Unit (VRU) to target all forms of violent behaviour, in particular knife crime and weapon carrying among young men in and around Glasgow. In April 2006 the Unit's remit was extended nationwide by the then Scottish Executive, creating a national centre of expertise on tackling violence. Adopting the public health approach as described in the WHO's World Report On Violence and Health (2002), the unit has simple aims: to reduce violent crime and behaviour by working with partner agencies to achieve long-term societal and attitudinal change, and, by focusing on enforcement, to contain and manage individuals who carry weapons or who are involved in violent behaviour. The unit also aims to explore best practices and develop sustainable, innovative solutions to this deep-rooted problem.

5 Updates to SIMD Income and Employment Domains 27 October 2011- <http://www.scotland.gov.uk/Resource/Doc/361300/0122146.pdf> (accessed 09/08/2012)

Conclusion

1.9 This report aims to evaluate GCSS's Offender Management in relation to: the development of the service; referral routes of clients; staff and strategic management's experiences of developing and working on Choice Works; and the clients' experiences.

1.10 Full details of the methodology can be found in the following chapter – Chapter two. Chapter three provides a short literature review. Chapter four provides an overview of GCSS's Choice Works services, its programme and process of selection and delivery of the service. Chapter five outlines their successes to date, evidenced with GCSS's statistical records, and examines its partnership working, and staff's perceptions of the service delivery. In Chapter six we provide the clients' experiences of the service. Chapter seven summarises the main issues emerging and highlights the identified issues for future development of the services.

CHAPTER TWO: METHODOLOGY

Introduction

2.1 There were three stages to the research. Stage one involved a short review of the existing literature, and introductory visits to GCSS to establish context and background. Stage two involved interviews with staff involved in strategic management, middle management and those who deliver the Programme. We also conducted interviews with the key partner agencies who accepted our invite to be interviewed. Focus groups with young people who had been and/or were on the Young People's Offender Intervention Service at the time of data collection (Autumn 2011/Spring 2012) and another focus group with a sample of those who were on a programme with GCSS under Community Pay Back legislation were also undertaken. In stage three, analysis of statistical data requested by us and provided by GCSS from their bespoke data base was undertaken.

2.2 This report documents and analyses stakeholders' experiences and perceptions of the development of the service from the perspectives of those involved in strategic management, to front line staff who are involved in the delivery of its programme, and service users. It is based on data obtained from interviews and focus groups and of particular interest to this report are the young men's experiences and perceptions of the service.

2.3 The research was conducted in line with the ethical guidelines of the British Sociological Association, The British Society of Criminology and Glasgow Caledonian University.

Stage One: Background and Literature Review

2.4 The review of literature examines policy documents, published research, and other/service documents. It offers a summary of what is known about delivering and measuring the efficacy of alternative services for high frequency low tariff offenders and identifies key issues that are likely to be part of any recovery/diversionary process. It

contributed to the research by identifying relevant themes and informed the development of research tools at stage two and three.

2.5 Introductory visits were carried out to familiarise the researchers with the service, to make observations, and to discuss how best to organise the data collection process whilst minimising disruption to the normal routine of service delivery in stage 2.

Stage Two: Interviews

2.6 Qualitative research provides, when studying behaviour and attitudes and the effect of policy dynamics, not ‘sweeping generalisations but deeply contextualised meanings of the participant’s experiences’⁶; it thereby counterbalances the concerns that quantitative research can leave many questions essential to the ‘evaluation and development of policy’ misconceived or inadequately understood⁷ and therefore provides an enhanced understanding of the research area.

2.7 Fieldwork consisted of interviews with staff - strategic/middle management and front line workers in GCSS - and with key individuals in partner agencies. A selection of clients were recruited by GCSS staff as due to data protection issues it was not possible for us to randomly select clients and/or ex-clients. We requested a representative sample of young people on OIS, including current and ex-clients and those who were currently on CPO. A number of young people who had been on the OIS were non-contactable, or had indicated that they were unwilling to take part in our research.

2.8 Three focus groups were held with clients: 1 group of 4 ex-clients; 1 group of 5 current clients; and 1 group of 4 clients on CPO.

2.9 All the face-to-face interviews were carried out in the offices of the interviewees. The focus groups with young people – current and ex-clients – were carried out in GCSS’s offices and the focus group with those on CPO was carried out in the workshop.

2.10 No incentive was offered for participating in this study.

⁶ Maykut, P. and Morehouse, R. (1994) *Beginning Qualitative Research: A Philosophical and Practical Guide*. London: The Falmer Press.

⁷ J Ritchie & J Lewis (eds) (2003) – *ibid*

2.11 Care was taken to ensure a range of perspectives and experiences were accessed. The individual interviews provided an excellent forum for generating discussion about the experiences of delivering such a service, management structures and partnership working. The focus groups were invaluable in accessing the perspectives of the client groups.

2.12 Core topic guides were used as the basis for discussions. These interview/focus group schedules covered the following:

- Staff – experiences and perceptions of working for GCSS in delivering Choice Works;
- Partnership agency – experiences and perceptions of working with GCSS and the other partner agencies;
- Client – experiences and perceptions of GCSS’s services: what they liked, what they disliked, what they would like to have had and how the service has affected their lives.

Stage Three

2.13 An overview of the statistical data from GCSS’s internal bespoke monitoring system is provided.

Conclusion

2.14 This chapter has laid out the methodological framework for data collection and analysis. The following chapter provides a short review of the literature in relation to desistance from offending and associated issues.

CHAPTER THREE: LITERATURE REVIEW

Introduction

3.1 Reforming the Scottish criminal justice system has been a key objective since devolution. The Criminal Justice Plan for a Safer and Stronger Scotland (2004)⁸ set out the aims to reduce high re-offending rates, ever-increasing prison populations, and the high prevalence of drug addictions. In 2006 the New National Strategy (Scottish Executive, 2006)⁹, reshaped or created services to meet the needs of the offender and to provide alternatives for short prison sentences (Scottish Prisons Commission, 2008)¹⁰.

3.2 This need for change has been endorsed in Protecting Scotland's Communities: Fair Fast and Flexible Justice (Scottish Government 2008)¹¹ and reinforced by the Scottish Government's Reducing Re-offending Programme and the Criminal Justice and Licensing (Scotland) Act 2010 which seeks amongst others things to help address the ever-increasing prison populations by replacing short term custodial sentences of three months or less with community based programmes for persistent low-tariff offenders. Such a policy shift, it is argued, also demonstrates the recognition that imprisonment does not meet the needs of many of those who find themselves there. High quality, flexible community disposals that address the needs of, as well as the deeds committed by, such offenders it is believed will serve to better support persistent low-tariff offenders in desisting from crime, and the communities they live in.

Re-offending: prevalence, offender characteristics, Scottish policy

3.3 Recent Scottish Government statistics for recorded crime show that it is 'now at its lowest level for 37 years'¹². Crimes recorded by the police in Scotland decreased from 323,247 in 2010-11 to 314,186 in 2011-12, a decrease of 3% [but] the number of offences

8 Scottish Government (2004) Supporting Safer, Stronger Communities: Scotland's Criminal Justice Plan. Edinburgh: Scottish Government. <http://www.scotland.gov.uk/Publications/2004/12/20345/47604>

9 Scottish Executive (2006) Reducing Reoffending National Strategy for the Management of Offenders. Edinburgh: Scottish Executive.

10 Scottish Government (2008) The Road to Recovery – A New Approach to Tackling Scotland's Drug Problem. Edinburgh: Scottish Government.

11 Scottish Government (2008) Protecting Scotland's Communities: Fair Fast and Flexible Justice. Edinburgh: Scottish Government.

12 Crime and Justice Statistics – Recorded Crime <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice> (accessed 12/08/2012)

increased by 3%, from 530,249 in 2010-11 to 544,033 in 2011-12.¹³ Despite this decrease in crime numbers the latest figures show that there has been a '4% increase to the annual daily average prison population for 2011-2012'¹⁴. Consequently Scotland continues to have one of the largest prison populations in Europe and it is projected to rise from 8,100 in 2009-10 to 9,600 by 2018-19 (Scottish Government 2010)¹⁵.

3.4 The Justice Minister, Mr Kenny MacAskill, commenting on the Prison statistics and population projections Scotland: 2011-12 stated that;

"Crime is going down in this country and is now at its lowest level since 1975, yet the number of prisoners has increased by two thirds over the past two decades [and therefore] we can't keep packing more and more low level offenders into our jails... Community sentences are proven to be more effective than prison at reducing reoffending. For low level offenders, short prison sentences don't work [-] offenders who serve a short prison sentence are reconvicted three times as often as those who receive community service orders. Our programme for young people who offend – the Whole System Approach, combining early intervention with tough enforcement when needed – is already working. The number of offence referrals to the Children's Reporter is down by over 50 percent since 2006-07 and recorded youth crime has fallen dramatically by 28 percent since 2008-09."¹⁶

3.5 Offenders who served shorter custodial sentences are significantly more likely to be reconvicted than offenders who served sentences of more than six months. Crimes within the dishonesty category, such as shoplifting or housebreaking have the highest two year reconviction rates. Young male, more so than female, offenders are likely to be reconvicted within two years – 58% are under 21 years of age, 36% are aged 21 to 25 years, and 35% are 26 to 30 year old. There is a significant decrease of reconviction rates for those over the age of 30 years. However, the likelihood of reconviction is increased by the number of previous convictions: 72% had reconvictions involving Drug Treatment and Testing Orders; 51% are

13 Scottish Government Statistical Bulletin (2012) – Recorded Crime in Scotland 2011-12. <http://www.scotland.gov.uk/Resource/0039/00396557.pdf> (accessed 12/08/12)

14 Criminal Justice Prison Population <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/TrendPris> (accessed 12/08/2012)

15 Scottish Government (2010) Statistical Bulletin: Scottish Prison Population Projections 2009-10 to 2018-19. Edinburgh: Scottish Government.

16 <http://www.scotland.gov.uk/News/Releases/2012/06/prisonernumbers29062012> (accessed 09/09/2012)

reconvicted on a Restriction of Liberty Order; 49% are reconvicted on a custodial sentence (Scottish Government 2009b)¹⁷. Furthermore the connection between alcohol and offending, particular amongst young offenders, is evident in the Scottish Prison Service's Prison Survey¹⁸ where they report that 75% of young offenders were drunk at the time of their offence and just under a half (49%) reported that their drinking affected their relationships with family. These figures are significantly higher than the adult prison population of 46% being drunk at the time of the offence and 35% who reported that it affected their relationships. This report clearly indicated that alcohol is a major issue associated with the offending patterns and it suggests that alcohol is a significantly bigger problem amongst young people.

3.6 Houchin (2005)¹⁹ identified that young men from the most deprived communities in Scotland are disproportionately represented in the criminal justice system.

3.7 The majority of persistent re-offenders are likely to experience multiple and complex needs that require multi-disciplinary and individualised support services (Scottish Executive, 2007)²⁰. The Scottish Executive proposed in its 2006 report, Reducing Re-offending: National Strategy for the Management of Offenders²¹, that appropriate early interventions be delivered by services designed to meet the specific needs of offenders. Interventions should support the following outcomes:

- Sustain or improve their physical and mental well-being
- Develop the ability to access and retain suitable accommodation
- Reduce or stabilise substance misuse
- Improve literacy skills
- Increase employability prospects
- Maintain or improve relationships with families, peers and community

17 Scottish Government (2009b) Statistical Bulletin: Reconviction Rates in Scotland: 2005-06 and 2006-07 Offender Cohorts. Edinburgh: Scottish Government.

18 SPS Prisoner Survey (2009) <http://www.sps.gov.uk/Default.aspx?DocumentID=21190703-e7b4-4adc-bc83-445dofobf69>. Accessed 17th January, 2011.

19 Houchin, R. (2005) Social Exclusion and Imprisonment in Scotland. A Report. Edinburgh: Scottish Prison Service.

20 Scottish Executive (2007) A Literature Review on Multiple and Complex Needs. Edinburgh: Scottish Executive

21 Scottish Executive (2006) Reducing Reoffending National Strategy for the Management of Offenders. Edinburgh: Scottish Executive.

- Ensure the ability to access and sustain community support, including financial advice and education
- Support the ability to live independently if they choose
- Improve the attitudes or behaviour which lead to offending and develop acceptance of responsibility for managing their own behaviour and understanding of the impact of their offending on victims and on their own families (Scottish Executive, 2006:5)²²

Effective Intervention

3.8 While effective and/or early and effective interventions have been heralded as the way forward to deal with persistent low-tariff offenders they are not infallible. Whyte (2004)²³ points out that what works for one person may not work for others and what constitutes a good outcome will vary between individuals. He argues that pathways in to and out of offending are constituted through multiple factors within specific social environments and Maguire and Raynor (2006)²⁴ remind us that the process of moving out of offending is often marked by repeated relapses that should not be understood as an indicator of program failure.

3.9 Long term programs are most likely to be effective and provide opportunities for meaningful contact and relationship building (Whyte, 2004²⁵; Scottish Executive Justice Department, 2006²⁶).

3.10 Sound management structure, good communications and clear leadership in program delivery as well as provision of opportunities for training and support of frontline staff (Whyte, 2004²⁷; McNeill et al., 2005²⁸) are crucial to the effective delivery of interventions.

22 Scottish Executive (2006) Reducing Reoffending: National Strategy for the Management of Offenders. Edinburgh: Scottish Executive.

23 Whyte, B. (2004) Effectiveness, Research and Youth Justice; Youth Justice, 4(1): 3-21

24 Maguire, M. and Raynor, P. (2006) How the resettlement of prisoners promotes desistance from crime: Or does it? Criminology and Criminal Justice, 6 (1): 19-36.

25 Whyte, B. (2004) Effectiveness, Research and Youth Justice, Youth Justice, 4(1): 3-21

26 Scottish Executive Justice Department (2006) Evaluation of the 218 Centre. Edinburgh: Scottish Executive.

27 Whyte, B. (2004) Effectiveness, Research and Youth Justice, Youth Justice, 4(1): 3-21

“For effective case management, use of resources, and partnership working, clear guidance is needed over the roles and expectations of each agency in managing and supporting prolific offenders.” (Millie and Erol, 2006:705)²⁹.

3.11 It is important to note that measuring success of intervention programmes is complex. For example, client characteristics are just as important as programme design: readiness to change, motivation to change, expectation of the program to facilitate change, and what they attribute offending and subsequent changes to are identified by Burnett et al. (2005)³⁰ as inter-connected with successful outcomes for clients. Similarly, flexibility of service which is able to adjust to the service user’s pace (Holloway et al 2005³¹ and Maguire and Raynor 2006³²) and adaptable to address the varied needs and local context of client groups (McNeill et al., 2005)³³ is also identified as equally important in service delivery.

3.12 Desistance, according to Glaser, D. (1964)³⁴ and Matza (1964)³⁵, is likely to be a complex process and recovery is likely to follow a zigzag or ebb and flow trajectory; offenders drift in and out of trouble before they eventually break free from their offending and addiction behaviours.

3.13 Therefore meeting the needs of persistent offenders and supporting a process of change requires a flexible and multi-modal approach (Whyte, 2004³⁶; Scottish Executive Justice Department, 2006³⁷; Scottish Government, 2008³⁸). Interventions should address practical, social, cognitive, emotional, behavioural and criminogenic needs. They should be client-centred across a wide range of life-skills to challenge criminal behaviour, and offer assistance with areas such as communication, housing and finance, education, addiction

28 McNeill, F., Batchelor, S., Burnett, R., and Knox, J. (2005) 21st Century Social Work — Reducing Reoffending: Key Practice Skills. Edinburgh: Scottish Executive.

29 Millie, A. & Erol, R., (2006). Rehabilitation and Resettlement: A study of Prolific Offender Case Management in Birmingham, United Kingdom. International Journal of offender therapy and comparative criminology. 50 (5) 691-710.

30 Burnett, R., Batchelor, S. and McNeill, F. (2005) Reducing reoffending: lessons from psychotherapy and counselling, Criminal Justice Matters, 61: 1, 32 — 41.

31 Holloway K., Bennett T. & Farrington D. (2005) The effectiveness of criminal justice and treatment programmes in reducing drug-related crime: a systemic review, Home Office Online Report 26/05. UK Home Office. London.

32 Maguire, M. and Raynor, P. (2006) How the resettlement of prisoners promotes desistance from crime: Or does it? Criminology and Criminal Justice, 6 (1): 19-36.

33 McNeill, F., Batchelor, S., Burnett, R., and Knox, J. (2005) 21st Century Social Work — Reducing Reoffending: Key Practice Skills. Edinburgh: Scottish Executive.

34 Glaser, D. (1964) The Effectiveness of a Prison and Parole System. New York: Bobbs-Merrill Co.

35 Matza, D. (1964) Delinquency and Drift. New York: John Wiley & Sons.

36 Whyte, B. (2004) Effectiveness, Research and Youth Justice, Youth Justice, 4(1): 3-21

37 Scottish Executive Justice Department (2006) Evaluation of the 218 Centre. Edinburgh: Scottish Executive.

38 Scottish Government (2008) The Road to Recovery – A New Approach to Tackling Scotland’s Drug Problem. Edinburgh: Scottish Government.

counselling/support, analytical and problem solving skills, to promote pro-social attitudes and feelings of familial affection.

3.14 Lewis et al. (2007)³⁹ also found that while practical life-skills are helpful, softer outcomes - building self-confidence, having peace of mind and someone to talk to both during and after completion of the programme about their continued progress - were also important.

Addiction Issues:

3.15 Audit Scotland (March 2009)⁴⁰ has reported that dealing with drink and drug addictions costs the Scottish economy nearly £5 billion per year and that misuse of drink and drugs is 'soaring'. The British Medical Association estimates that alcohol alone costs the NHS £110 million, whilst additional costs relating to social work, criminal justice, emergency services and economic costs brings the overall cost in Scotland to £1.1 billion per year (BMA, 30 March 2009)⁴¹.

3.16 In Glasgow, two-thirds of those held in custody for violent offences at three Glasgow police stations between April 2006 and March 2007 were under the influence of alcohol. In 2003, sixty-three per cent of domestic abuse cases in Scotland involved alcohol; and fifty-five per cent of those accused of homicide were found to be under the influence of alcohol and/or drugs (Audit Scotland 2009)⁴². Therefore, it is suggested, many police resources are spent on policing the impact of addiction problems (McKeganey et al 2002)⁴³.

3.17 Fergus Ewing MSP states in *The Road to Recovery* (2008⁴⁴), that tackling drug abuse in Scotland is a key national objective in achieving sustainable economic growth: 'Reducing

39 Lewis, S., Maguire, M., Raynor, P., Vanstone, M. and Vennard, J. (2007) What works in resettlement? Findings from seven Pathfinders for short-term prisoners in England and Wales, *Criminology and Criminal Justice*, 7 (1); 33-53.

40 Audit Scotland (2009). Drug and alcohol services in Scotland. Edinburgh: Auditor General for Scotland and the Accounts Commission. www.audit-scotland.gov.uk/docs/health/2009/nr_090326_drugs_alcohol.rtf

41 BMA Scotland, 'Tackling alcohol misuse in Scotland' (July 2008). http://www.bma.org.uk/sc/health_promotion_ethics/alcohol/tacklingalcoholmisusescotland.jsp

42 Audit Scotland (2009). Drug and alcohol services in Scotland. Edinburgh: Auditor General for Scotland and the Accounts Commission. www.audit-scotland.gov.uk/docs/health/2009/nr_090326_drugs_alcohol.rtf

43 McKeganey, N., J. Neale, C. Lloyd, G. Hay, *Sociology and Substance Use*, Foresight Brain Science, Addiction and Drugs Project (11 Jul 05). <http://www.foresight.gov.uk/Brain%20Science/Sociology.pdf>

44 Scottish Government (2008) *The Road to Recovery – A New Approach to Tackling Scotland's Drug Problem*. Edinburgh: Scottish Government.

problem drug use will get more people back to work; revitalise some of our most deprived communities; and allow significant public investment to be redirected' (op cit 2008:p.iv).

Conclusion

3.18 While there is a desire to change service provision at the highest levels, and research to show community disposals that challenge criminogenic behaviour and address the complex social and educational needs of low-tariff repeat offenders are found to be particularly relevant and successful intervention strategies, there are few statutory services which aim to meet these diverse needs. Many services that aim to support this vulnerable sector of our society are in the voluntary or community sector. GCSS is believed to be a 'first of its kind' in addressing the needs of such a diverse user group.

CHAPTER 4 – GLASGOW COMMUNITY and SAFETY SERVICES (GCSS)

Introduction – Background to GCSS

4.1 GCSS was founded in 2006 and was hailed as the first organisation of its kind in the UK. It is a partnership approach toward addressing crime prevention, tackling anti-social behaviour and promoting community safety and cohesion in the City of Glasgow. Its aim is to provide an effective alternative to the traditional criminal justice process that is perceived as being ***‘very process driven and delivering poor outcomes’***. It is a company limited by guarantee with charitable status, and originally was jointly owned by the then Strathclyde Joint Police Authority and Glasgow City Council. It brought together a working partnership with Glasgow City Council, Strathclyde Police, Strathclyde Fire and Rescue, Glasgow Community Safety Partnership and Streetwatch Glasgow (operators of the city’s public space CCTV network). It was described as being a ***‘really innovative model that would ... maximise the advantages of what you can get from [partnership working] ... and minimise the disadvantages of being a local authority’***. Their mission was and still is:

‘To work in partnership with other agencies and communities to create a safer, better, cleaner Glasgow, where equality and respect are paramount’⁴⁵

4.2 GCSS is committed to coordinating and delivering a range of services that provide quick and effective interventions for local communities and to establishing through a model of partnership working and community engagement a sustainable framework for moving forward that will provide improved and more nuanced services for criminal justice at the community and individual level. It is a large organisation unlike most community, voluntary organisations who are operating in this area. Currently it has ***‘over 500 staff and primarily work in the Glasgow area’***. It provides a model of how services can integrate and how shared information provides opportunities to coordinate service delivery which can reduce duplication of service provision and provide a clearer pattern of support for those it aims to serve through ***‘5 core services - prevention, victim support, offender intervention, community protection and enforcement’*** (see Appendix 1).

⁴⁵ <http://saferglasgow.com/about-us.aspx>

4.3 However partnership working has not always been easy. It would appear from our findings that GCSS have gone some way towards addressing issues of silo working amongst partner agencies; for example one of the partners' remarks summed up the comments made in relation to this: ***'partnership working was so difficult....[and] to a certain extent it's (GCSS) tidied up the problem...[but] it was very hard to overcome that hurdle...'***

4.4 While it would appear that GCSS have managed the transition towards integrated partnership working, and managed it well, it was felt that there is room for more negotiations and for some of the partners to be further integrated. Health, for example, ***'... actually has a big part to play in all of this...'***

4.5 Furthermore it is argued that the Local Government Act compromises the legislation around Single Outcome Agreements (SOA), which was brought in to enhance and encourage more partnership working. Consequently, some question the degree to which partnership working or integration of service occurs: ***'social work, education and the myriad of other players is..., you know.....it's limited.'*** In part this can be explained because each partner has ***'individual budgets... [and] individual strategic assessments based on the budgets'***.

4.6 Nonetheless GCSS is supported by its core partner and other statutory and voluntary organisations and modelled in line with the current Scottish Government's criminal justice thinking in that it provides opportunities for low tariff repeat offenders and those on the 'cusp' of criminality to be addressed in the community as it has been for a considerable time acknowledged that imprisonment does not best serve these offenders. They ***'... recognise that offenders in Glasgow ... have to take responsibility not just for their actions but, ..., for the environment, and so we use in terms of Community Payback Orders a range of products that we give residents as incentives to clean up the area but we also use the Community Payback guys and we give them training to help clean Glasgow.... Making connections all the time about individuals, about families, about communities.... We don't operate on a piece...we look at the broad spectrum of what individuals' lives are like and how communities function.'***

4.7 CGSS and their partners argue that it supports communities by addressing issues of anti-social behaviour through a more holistic approach. For example, it is not just the perpetrators of anti-social behaviour who would be involved in one of the Choice Works

programmes but also GCSS partners to address associated community issues: environmental services and housing officers or Fire and Rescue services and of course, in the case of young offenders, education also has a role to play. ***‘Good partnerships you’ll find are not just about structural frameworks, they’ll be about good relationships, human relationships with the right people in the right place.’*** Working with community partners can be ***‘a bit of a challenge’*** on occasions as reported by some of our commentators: ***‘The public sector has yet to recognise the value of a single partnership shared approach to individuals, so that you have one file for each individual and there’s multiple agency approach to the management of that file...’***.

4.8 A key advantage of the approach taken and led by GCSS is that it is not an either/or option, but an integrated model, that allows for referral to them and on occasion when it is appropriate for them to refer back into the traditional criminal justice route. It is not a unidirectional relationship that they have with their partner organisations nor is it a one-stop shop but a service that, if appropriate, can be re-visited by their vulnerable clientele.

4.9 This also applies to the sharing of information amongst partners, as it is reported that ***‘...there’s been around 5,000 intelligence logs in an 18 month period that have been sent back into the police systems that have been generated from the 500 staff within GCSS and our wider partners...’***. In their Prevention, Diversion and Offending Strategy they typify their client base as being drawn from the 16,000 young people who commit around 40,000 offences annually within the Glasgow area. They argue that if ***‘you really want to bring about change you need to change the whole environment’*** and move always from silo working and towards a more holistic approach.

4.10 GCSS data shows that the majority of ASB incidents are carried out by those in the age group 18-25. However it also shows that incidents by age begin to rise quite sharply between the ages of 12 and 18. Less than 200 ASB incidents are perpetrated by 12 year olds but by the age of 14 this has more than doubled to around 500 incidents, and it continues to rise steeply to 1400 by the age of 16. It peaks at age 19 with just over 1800 incidents but it drops much more slowly than it rises to just under 1600 by the age of 25. The wide variation in offending by age only serves to underpin the need for a nuanced and

individual approach towards service delivery. Table 1 below provides an overview of offences in the Glasgow area committed by the 12-25 year old age group.

Table 1: Breakdown of offences 12 -25 years of age.

| Crime Type | Offences | Proportion |
|-----------------------|-----------------|-------------------|
| Disorder Offences | 20,044 | 50.5% |
| Drug, Bail | 8,299 | 20.9% |
| Road Traffic Offences | 4,351 | 10.7% |
| Crimes of Dishonesty | 3,868 | 9.8% |
| Vandalism | 2,080 | 5.2% |
| Violent Crime | 959 | 2.4% |
| Sexual Offences | 1678 | 0.4% |

The Programme - Choice Works

4.11 Choice Works attracts funding from the Big Lottery and the European Social Fund. It provides a range of programmes and interventions from signposting to diversionary activities to enforcement under the Antisocial Behaviour etc. (Scotland) Act 2004. The processes involved in the delivery of the offender management programme are detailed in the following section. The overall aim of their approach to offender management is to be pro-active and where possible to prevent offending and/or through Effective and Early Intervention (EEI) to divert children and young adults through a programme of guidance, education and support. The two main programmes that are of particular interest here are Offender Intervention Service (OIS) and Community Payback Orders (CPO). While it is recognised that those on CPO vary more widely in age range, the main focus of the Offender Management Programme is on young people in the 16 – 25 age group who live within Glasgow City boundary and are not in other similar programmes, education or employment training.

4.12 It aims to provide these young people with new transferrable skills; provide support to enable them to stop offending; introduce them to new and exciting activities; and provide a paid work experience placement.

4.13 The core elements of their services for young people aged 12 to 25 years are:

- Mobile Resources – for example, mobile football resources.
- Youth Engagement Programmes and Activities - led by Youth Engagement Teams who for example provide mobile football, or set up Urban Cafés in hot spot locations to encourage youth engagement. These services are provided in areas where it is perceived there is a gap in the existing service provision for young people.
- Schools Support Services Offending Interventions – In particular this team of multi-skilled staff work with P7 to S2 pupils to provide a range of agreed programmes of modules including where necessary restorative processes within the school.
- Individual and Family Support – Staff are allocated individual cases to provide extra support either alongside the above programmes or as an alternative where an individual is unsuitable for participation in a programme but still requires some intervention/s.

See Appendix 2 for an overview of the Prevention, Diversion and Offending Staffing Structure.

4.14 GCSS work closely with the police, education and social work departments in delivering these programmes and interventions. In some instances police officers seconded to GCSS are also responsible for the day-to-day management of GCSS's staff, such as GCSS's community wardens. These wardens now undertake some of the diversionary activities originally introduced by the police. An example of this would be the mobile football pitches. In more recent times GCSS have been developing an enhanced partnership approach toward providing youth interventions with APEX and where appropriate/necessary with addiction services such as Includem.

4.15 Depending on the age of the clients, in particular the post-16 age group, they aim to provide work experience and therefore have developed links with some employers in and around Glasgow City. Thus their work also impacts on the wider working community and helps to address some of the prejudices that exist amongst employers towards those who have been involved in criminality in their early years. This also provides the young people

with both work experience and employer references that should be helpful for them in securing full-time employment or training on completion of the programme.

4.16 The offender management programme is defined in 3 stages – preparation, group work and post-programme assessment.

- Preparation – generally these are informal home visits (usually 2- 3) but are vital in establishing a respectful working relationship between GCSS personnel and the client. Key to this stage is the ability for GCSS to make a detailed assessment of the client in terms of motivation and suitability and to establish expectations and commitment for the programme. Home visits also allow for the family to be encouraged to support the client. It has been found that where families are informed and supportive there is a greater chance of the client completing the programme and achieving a successful outcome.
- Group work – includes cognitive behavioural interventions, solution-focused brief therapy, restorative justice principles, and motivational interviewing in a flexible programme that best meets the needs of the individual participants in the group. The core themes utilised here are education, offence analysis, victim awareness, prevalent issues and skills practice. All sessions follow a set structure to give clarity to the clients on what they can expect, encourage them to feel safe, and harness their willingness to contribute. Each session lasts for around 2 hours and comprises an introduction or positional statement, a check-in exercise followed by a warm-up exercise, a core exercise and process exercise and then a break, after which another core and process exercise are undertaken and then closure.
- The group work is also augmented by a range of other inputs including, for example, physical activities, restorative challenges, restorative conferencing, behaviour change support, and additional support such as education and employment, social work and family support, help with addictions and accommodation.
- Post-programme assessment is related to the offender matrix (see below – from 4.27) which allows for GCSS to monitor any relapses or criminal activity of clients once they have exited the programme.

4.17 The Choice Works programmes vary in duration with a minimum period of 6 weeks but more generally they run for a period of up to 21 weeks and include a 12-week work placement for the OIS or, as is more commonly the case in CPO, a number of hours of unpaid work is set by the courts. An example of this would be OIS which is specifically designed for young offenders in the 16 – 25 age group who live within Glasgow City boundary and are not in other similar programmes, education or employment training. It aims to provide these young people with new transferrable skills; provide support to enable them to stop offending; introduce them to new and exciting activities; and provide a paid work placement. Participants on this programme are only paid a relatively small allowance of £60 per week, provided with a zone card⁴⁶ and any protective clothing that may be required for their work placement.

4.18 Those who are subject to a CPO also receive a similar service with a '*..... reparative approach with offenders, which results in them contributing towards cleaning, maintaining and enhancing areas of Glasgow as part of the City's Clean Glasgow Strategy. This approach supports community reintegration and promotion of rehabilitation of offenders, whilst creating a visible reparation service that local communities benefit from significantly. The service has cleaned and painted hundreds of sites and community facilities across the city. We also provide training opportunities and employability advice services to clients.*'⁴⁷ The service operates on a 7-day-a-week basis and in the year 2010/11 GCSS report that they provided over 17,000 placements. In these cases there is no specific age range and in general these clients take up their community placements directly from the court. Examples of this are discussed in Chapter 6 where we provide an insight into the clients' experiences of these services.

4.19 A typical intervention programme for young people would include group work with other young adults, individual training in preparation for a work placement, work experience or training, and outdoor activities to help build confidence. Therefore it supports individual clients in building their self-confidence, exposes them to new and more positive ways in which to spend their free time, provides appropriate individual support, develops and enhances skill bases and through work experience aims to produce work-ready young

⁴⁶ A zone card is a pass which allows the holder to use public transport within Glasgow City at reduced, or in some cases, no cost basis.

⁴⁷ <http://www.saferglasgow.com/what-we-do/offending-intervention-services/community-payback-services.aspx>

people at the end of the programme. Young people also can expect to receive additional help with CV writing/building, filling in Job Applications, help with reading, writing and numbers, experience of using a computer, interview advice, career and support guidance, and tailored individual support that fosters motivational skills also.

4.20 Work experience for those young people on the OIS differs from those on a CPO. CPOs are more likely to work in their community carrying out environmental work such as litter or graffiti removal, gardening work, or refurbishment of public spaces including construction of community furniture – park benches, for example; whereas young people on the OIS programme are more likely to gain work experience in the construction industry or with larger organisations such as national garage networks.

The Process

4.21 The OIS is underpinned by a sophisticated intelligence gathering system which draws on evidence and data from police crime and incident reports, CCTV images and intelligence, GCSS internal services, and other key partners such as housing associations and councillors, and members of the public. The police have strong links to GCSS in terms of information sharing, management and, for example, CCTV. In addition to this, police analysts produce detailed reports to help identify antisocial behaviours and hot spot areas across the city.

4.22 This information gathering structure is further supported by the Locality Teams (see appendix 3) who are responsible for engaging with the local communities in order to identify what the key issues are for the residents. Their information is fed back into GCSS and coordinated with the intelligence/information gathering processes as mentioned above.

4.23 Weekly team meetings, as discussed in more detail below, are held, where this data is reviewed and decisions taken in relation to individual and community interventions. The Locality Teams then have the role of communicating back to the community/residents forums' what actions have been taken and what resources are available etc. While this is a crucial role in addressing local community issues it is not their only role as they also work with communities to encourage them to become engaged communities.

4.24 The information is used to draw up offender profiles of those who are responsible for, or involved in, crime and antisocial behaviour. This supports GCSS in adopting a targeted approach in tackling such offenders, antisocial behaviour and environmental issues and in ensuring the effective deployment of services where they are most needed and likely to have the most effective impact. GCSS provide a number of training/work placement opportunities for clients on their offender management programmes to learn a variety of practical skills, for example: ***‘soft and hard landscaping skills, mono-blocking, brick building, and joinery...’***.

4.25 While the matrix for data gathering is quite complex the process of allocation of those who are identified as suitable for the programme is relatively simple. Meetings of the key stakeholders are held on a regular basis (weekly) to discuss clients’ needs. The information and identification of potential clients for these weekly meetings are drawn up by the Performance and Information Team and Locality Teams: ***‘...in Glasgow there’s around 1,300 people that offend every week. Now some of that is crimes of indecency, serious, serious violent crime like murders, attempted murders and road traffic crime, but if we whittle that down to 12 to 25s and anti-social behaviour offences that gives us a list of around 300 offenders, and that is what we provide to the teams in here.’*** Typically, these weekly meetings for Early and Effective Interventions (EEI) include ***‘...somebody from SCRA⁴⁸, the housing association, and the police... as the main stakeholders’*** as well as representatives from GCSS, Social Work Services, Education, and Scottish Enterprise.

4.26 Adopting such a nuanced approach, it was reported, is important for communities. It allows for responses to be relational to individual and community needs which it is felt is important as it demonstrates that community issues are taken seriously and that these community concerns are matched with some visible expression of reparation from those who may have been responsible in the first instance. For example, the relationship between the physical appearance and management of a neighbourhood is recognised by

48 The Scottish Children's Reporter Administration (SCRA) is a national body focused on children most at risk. SCRA was formed under the Local Government (Scotland) Act 1994 and became fully operational on 1st April 1996. Their main responsibilities as set out in the Act are:

To facilitate the work of Children's Reporters,

To deploy and manage staff to carry out that work,

To provide suitable accommodation for Children's Hearings.

The Children's Hearings System provides the operational setting in which SCRA and their partner agencies work. The aim is to provide a safety net for vulnerable children and deliver tailored solutions which meet the needs of the individuals involved, while helping to build stronger families and safer communities.

http://www.scra.gov.uk/children_s_hearings_system/about_scra.cfm

GCSS as important and therefore they co-ordinate ***‘graffiti removal services, community action teams, create a cohort of neighbourhood improvement volunteers, ordinary Glaswegians, that sign up and get training, and they take responsibility for organising clear-ups and fun days We play a prominent role in cleaning Glasgow and you can see the difference in the city.’***

Identifying Clients

4.27 The GCSS matrix assists in matching young people who have been identified as being on the cusp of committing, or have committed, offences to a category that relates to the frequency of their offending and indicates what is likely to be the most appropriate level of response from them. These responses may also involve other agencies - for example, the police often accompany GCSS employees on home visits. The offender categories are outlined here:

- Category A – reported by the police 10 times or more within the past 12 month period
- Category B – reported by the police 5-9 times within the past 12 month period
- Category C – reported by the police 3-4 times within the past 12 month period
- Category D – reported by the police twice within the past 12 month period
- Category E – reported by the police once within the past 12 month period
- Category F – not offended within the past 12 month period.

4.28 Based on the information gathered and the offender profiles it is the responsibility of the Prevention, Diversion and Offending team (PDOs) to draw up an action plan for the area, including for example, enhanced policing, school engagement, youth engagement and mobile resources, and where appropriate individual and family support or interventions.

4.29 The diagram below outlines how this might look:

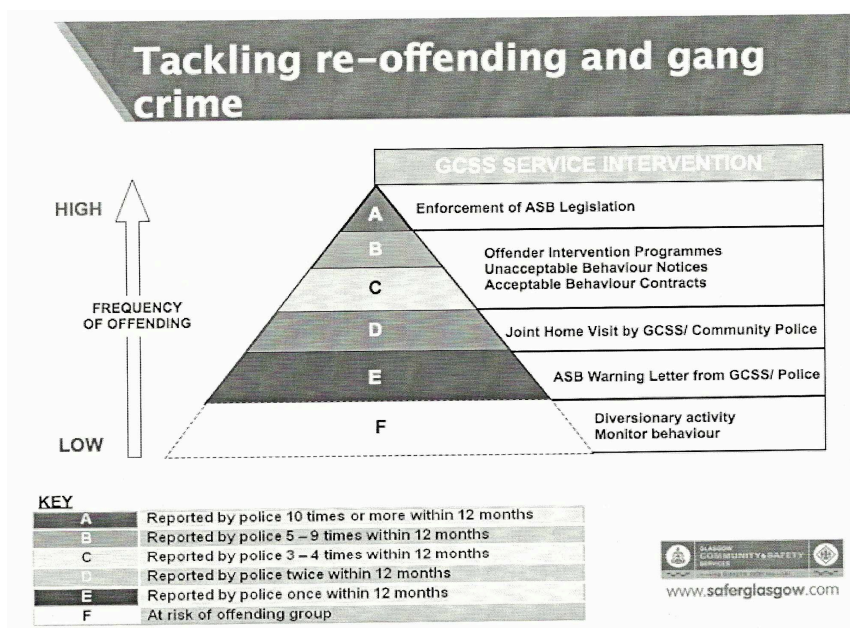


Table 2: Tackling Re-offending and Gang Crime (adapted from GCSS⁴⁹)

4.30 Clients identified as suitable for the programme are then assessed in a more formal process - an overview of which can be found in Appendix 3 - to establish:

- the suitability and willingness of clients to participate, and
- their needs based on analysis of their criminogenic risk factors.

4.31 In brief the process works in this manner:

‘...if an officer comes across a kid committing an offence, if it’s a low level offence and they’ve got less than two offences in the last six months, they have the opportunity to just give the kid a formal warning. And that gets recorded in a crime report as “disposed of”.

...if they encounter a kid offending and they’ve got more than the two offences or if they’ve got no offences but we, from local knowledge as a community officer or from the circumstances of the crime or from several other things, or if it’s too serious an offence to dispose of by a formal warning, we’ll refer it then to the EEI co-ordinator who’s based in GCSS..’

⁴⁹ This table only acts as an indicator of how appropriate interventions are determined at the community and individual level.

4.32 There are a number of options, *'a menu of disposals'* that they can use. These range from *'do nothing, ...simply writing saying "you're now on our radar", ...to restorative warnings, to compulsory measures of care, to we'll need to report this to SCRA, or to convening a multi-agency case conference... you know education, health, social work and all of that ...and decide on an appropriate disposal...for the most complex cases. For the less complex cases the EEI co-ordinator will decide upon a less sophisticated disposal.'* Such a process is challenging to the established ways of working of the various partner agencies that GCSS now engages with.

4.33 The ethos of EEI is to keep young people out of the Criminal Justice System, because once they are in the system it has been shown that in the majority of cases it only serves to make a difficult situation worse. Therefore it was felt by some that more evaluation of the programmes, and in particular the elements of the programmes offered by GCSS, were needed to identify *'which are the ones that work? And we just don't have that.'*

4.34 Such comments supported the point of view that there is little evidence to back up the assumption that *'...the 11,000 kids who stopped offending after receiving a letter from GCSS did so because they had received the letter...'*. It was suggested that it might be other factors that have impacted on their behaviour and at present there does not seem to be any way of capturing that information. Nonetheless, it was felt that *'for the cost of a stamp'* it was worth sending the letters out *'...even if it only makes a difference to one kid's life or ten kids' lives...'*.

4.35 It was stressed that willingness to engage and motivation to change are extremely important factors in successful outcomes and also that not all clients will enter the programme with the same level of commitment. For example, motivation is defined by GCSS on 3 levels: motivation to change behaviour; motivation to become actively involved in the treatment/change process; willingness to make sacrifices for the process. This is also linked with an assessment of each client in relation to the stages of the change model: pre-contemplation, contemplation, preparation, action, maintenance. Combined, these indicators are key in determining the most appropriate interventions to support a sustainable lifestyle change.

4.36 The need for clients to be actively engaged was stressed and they need to recognise that their current behaviour is either a concern or a problem. It is important for clients to believe that making a change will be to their advantage and in particular that they are able to and can change. The process is therefore one that needs to be understood in the context of lived experiences highlighted in the literature review where there are likely to be risks and relapses in the client's journey. Consequently the OIS offers a programme that is staged, with small achievable goals set, that aims to develop transferable skills and foster self-efficacy.

4.37 Two assessment tools are used by GCSS to assist them in this process. They adopt the asset assessment form for the 12-18 year olds and the Level of Service Inventory – Revised form (LSI-R). The offender matrix built up during this process is key to the development of the specific intervention targeted at offenders/communities in their Action Plans and Offending Programmes. This matrix includes the following information:

Offender Matrix

| Mandatory Information | Other Information |
|----------------------------------|---|
| Name | Occupation/School Attended |
| Date of Birth | GCSS Interventions |
| Address | SWS Interventions including LAC/LAAC status |
| Address (LCPP) | CIRV Interventions |
| Address Neighbourhood | Gangs Task Force Priority |
| Current Offending Category (A-F) | City Centre Offender |
| Previous Offending Category | Offender Type |
| Status (Change in Category) | On Police Vulnerable Person Database |
| Number of Crime Reports | Gang Member |
| Number of Offences | Recency Frequency |
| Gender | Gravity Score |
| Last Offence Type | Ethnicity |
| Last Offence Date | |
| Last Offence Neighbourhood | |
| Current Action Plan Area | |

Table 3: Source - GCSS Prevention, Diversion and Offending Strategy document.

4.38 The offender matrix allows for monitoring and assessment to continue through the process of the programme and to assess longitudinally those who may require more than one period of interventions.

Conclusion

4.39 GCSS have developed what, it is argued, can be best described as an innovative and holistic approach towards supporting Glasgow's young people in desisting from criminality and anti-social behaviour. A ***'first of its kind'*** they claim. They have in partnership with key criminal justice and statutory organisations developed a programme that aims to deliver a personalised programme in a group setting which challenges young people's attitudes and criminal behaviour in a positively focused programme to enhance skills, self-confidence and divert them away from crime and towards making more positive life choices. In particular it is concerned with developing work-ready young people with the skills to enter the competitive job market.

CHAPTER 5 – ACHIEVEMENTS THUS FAR

5 This chapter provides an overview of the statistical data provided by GCSS, highlighting their achievements to date. It also examines the perceptions of the key stakeholders – partner agencies’ and strategic managers’ views on the development of the GCSS Choice Works programmes and those of the staff who deliver them. Immediately below we begin by looking at the statistical evidence provided by GCSS on their achievements thus far.

Statistical overview

5.1 GCSS in addition to monitoring their individual clients’ progress also routinely monitor and evaluate their service delivery internally. We provide below an overview of their internal reports of their Choice Works programme for 2010 – 2012.

5.2 Additionally in 2010 they reviewed their clients’ re-offending rates in relation to home visits and warning letters⁵⁰. While both home visits and warning letters were found (see Table 4 below) to have effected only small changes in behavioural patterns, compared to their sample group, they have nonetheless retained these services. They believe that these services are a useful aspect of their service delivery and it has to be acknowledged that it is difficult to extrapolate the complex issues involved in individuals’ offending and re-offending behaviour to accurately assess the impact of home visits and warning letters alone. The table below illustrates this by the variation of change between geographical areas within Glasgow.

⁵⁰ Tables 3 and 4 are adapted from GCSS Interventions: Re-offending rates for Home Visits and Warning Letters (2010). GCSS state that on a monthly basis analysis is carried out on the re-offending rates of individuals who have received a GCSS Warning Letter or Home Visit during the period August to November 2010. In order to determine what impact Home Visits and Warning Letters have had they examined a control sample of offenders taken from 2008, before the interventions began in 2009.

| LCPP Area | % Change - post 3 months | % Change – post 6 months | % Change – 12 months |
|---|-------------------------------------|-------------------------------------|---------------------------------|
| Baillieston/Shettleston | +1% | -11% | -4% |
| Central and West | -2% | -19% | -23% |
| Drumchapel Anniesland and Garscadden Scotstounhill | +7% | +17% | +22% |
| East Centre and Calton | +12% | +8% | +10% |
| Govan and Craigton | -3% | -6% | +6% |
| Greater Pollock and Newlands Auldburn | -3% | -3% | +20% |
| Langside and Linn | -1% | -6% | -22% |
| Maryhill Kelvin and Canal | -5% | -13% | -6% |
| Pollokshields and Southside Central | +4% | +4% | +6% |
| Springburn | -13% | -4% | -32% |
| Grand Total | 0% | -2% | -1% |

Table 4: Percentage change in re-offending behaviour after a Home Visit as opposed to that of the sample group.

5.3 The table below provides an overview of the outcomes for Warning Letters.

| LCPP Area | % Change - post 3 months | % Change – post 6 months | % Change – 12 months |
|---|-------------------------------------|-------------------------------------|---------------------------------|
| Baillieston/Shettleston | +2% | -8% | -15% |
| Central and West | 0% | -1% | -1% |
| Drumchapel Anniesland and Garscadden Scotstounhill | 0% | +5% | +6% |
| East Centre and Calton | +2% | +4% | -3% |
| Govan and Craigton | -4% | -7% | -7% |
| Greater Pollok and Newlands Auldburn | -1% | -6% | -1% |
| Langside and Linn | -3% | -4% | -10% |
| Maryhill Kelvin and Canal | 0% | -6% | -12% |
| Pollokshields and Southside Central | -4% | +9% | -8% |
| Springburn | -9% | -10% | -18% |
| Grand Total | +9% | -4% | -5% |

Table 5: Percentage change in re-offending behaviour after a Warning Letter as opposed to that of the sample group.

5.4 The tables above indicate that there is considerable variation in the apparent effect of Home Visits and Warning Letters. It would appear from the tables above that Warning Letters have a bigger impact than Home Visits. However, what also have to be taken into account are the wider criminal justice interventions that have taken place in some of the LCPP areas; for example, police initiatives such as Gang Task Force interventions and the VRU's CIRV Project. Furthermore, GCSS in their partnership working have contributed to both of these aforementioned partner agencies' work. Nonetheless, while the overall percentage change is small it is evident that Home Visits and Warning Letters can have an impact. However, further research is needed to identify what other factors have contributed in those areas where these two actions have been found to be most effective.

5.5 GCSS's Choice Works is the key programme offered to young people. Below we provide a brief statistical overview of the programme for 2010-11 and 2011-12.

| | April 2010-March 2011 | April 2011- March 2012 |
|---|-----------------------|------------------------|
| Young people identified through the Offender Management Programme | 431 | 405 |
| Those eligible for Choice Works and given home visits and initial assessments | 232 | 318 |
| Volunteers who joined Choice Work Programmes | 83 | 84 |
| No. of groups that ran | 10 | 10 |
| Collective offences prior to engaging with Choice Works. | 346 | 375 |

Table 6: Uptake of Choice Works Offender Management Programme.

5.6 The statistics for the years 2010/11 and 2011/12 show that GCSS through their partnership approach have consistently identified a significant number of young people who may benefit from one or more of their interventions. This group have, as shown in the table above, been responsible for a considerable number of offences prior to engaging with GCSS

and the Choice Works OIS. While the number who actually engage or volunteer to undertake the programme may appear quite small (around 1/5 of the original cohort) there are a number of actions that can explain this. For example, someone may have offended, but currently be in either a full-time job or education. In such cases Choice Works would not be the most appropriate programme for them. In other cases, some clients are found to have significant problems in other areas of their life that would suggest Choice Works would not be the best option for them, for example, health issues and/or family problems that only become apparent at the time of assessment or on home visit. However, the table shows that GCSS met their targets in terms of number of clients and group programmes in the past two years.

5.7 GCSS's annual report states that they have consistently met their targets in retaining and encouraging young people into positive destinations from their Choice Works programmes. The table below shows the outcomes for the years 2010/11 and 2011/12.

| | April 2010-March 2011 | April 2011- March 1012 |
|---|-----------------------|------------------------|
| Number of participants who completed the course ⁵¹ | 54 | 46 |
| Number who have moved on to positive destinations ⁵² | 35 | 39 |
| Number who dropped off the programme ⁵³ | 29 | 38 |

Table 7: Outcomes for participants on the Choice Works Offender Management Programme.

5.8 Table 7 illustrates that in both years the programme has run, over half of all participants have completed it; just under 2/3rd in the year 2010/11; and just over half in the year 2011/12. Perhaps more significant is the number of young people recorded who have moved on to positive destinations after completing Choice Works – over 40% in each of the last two years.

⁵¹ It should not be assumed that all clients who did not complete the course went on to re-offend.

⁵² Positive destinations include – volunteering, training, employment and full time education.

⁵³ Reasons for dropping off the programme include – custodial sentences, severity of health/addiction issues, childcare, family issues and in some cases lack of engagement with the programme.

5.9 The table below summarises the outcomes for the clients post-12 months after completion of the Choice Works Programme.

| | April, 2010-March 2011 | April, 2011- March 2012 |
|--|------------------------|-------------------------|
| Number of clients no longer in contact with GCSS ⁵⁴ | 44 | 38 |
| Number of clients in employment | 15 | 13 |
| Number of clients in custody ⁵⁵ | 5 | 2 |
| Number of clients in further training | 16 | 21 |
| Number of clients unemployed ⁵⁶ | 2 | 3 |
| Overall percentage reduction in re-offending | 45% | 48% |

Table 8: Summary Outcomes for participants on the Choice Works Offender Management Programme 12 months after completion.

5.10 While the table above suggests that the majority of clients who had been on Choice Works are, one year on, no longer in contact with GCSS this should not be interpreted as a negative outcome. Quite the contrary. Many will have moved on in their lives and some may have moved geographically. More significant is the lower numbers who are known to be in custody: 5 from the 2010/11 cohort, and 2 from the 2011/12 cohort (6% and 2% respectively). Most significant is the number of clients who are known to still be in either employment or training one year on: over a third in both years (37% and 41% respectively).

⁵⁴ This should not be read as a negative outcome. Some clients will no longer be in contact with GCSS because they have moved on and no longer require assistance or interventions to their lifestyles. For others they may have moved to live in other areas to take up employment, for example.

⁵⁵ Those who are in custody may be so due to offences committed prior to commencing the Choice Works programme. It should not be assumed that they have re-offended since joining and thus be read as a negative outcome. More research would be required to ascertain if this was the case.

⁵⁶ Those who are known to be unemployed will be signposted to for support in applying for and attempting to secure either employment or training.

5.11 The statistical data above shows that overall the GCSS approach to offender management is having a significantly positive effect on those who engage with it. The findings also serve to show that effective alternative programmes to the traditional custodial sentence can be successful in supporting young people toward adopting positive lifestyles and reducing their re-offending rates. It is argued by GCSS that they provide a value for money service compared to a custodial sentence. What these summary outcomes suggest is that support, advice, education and where necessary treatment for addictions or other health related issues can foster a positive approach, introduce hitherto unknown opportunities, and support desistance amongst those who engage with the programme. The following section examines the key stakeholders' perceptions of offender management.

Key Stakeholders' Perceptions

5.12 Here we present the perceptions and the views of those key stakeholders that were interviewed in the data collection process: regrettably we were unable to engage with them all. There was a strong sense of commitment to the ethos and mission of GCSS and Choice Works and in particular to a partnership approach for this vulnerable, troubled or troublesome group of young people and a sense of pride in their achievements thus far. The benefits of linking services and drawing on the strength of individual service and support providers in a nuanced person-centred way within a group context was strongly supported. Its success to date is evidenced in the statistical data above and here we report on the perceptions of the key stakeholders on GCSS's services.

5.13 Overall the key stakeholders were keen to stress the success of GCSS to date. GCSS's Performance and Information Services' comments highlight this - ***'if you look at ASB, from 2006 we sat about 112,000 incidents across Glasgow; we're now currently, you know, at the end of 2011 there we're sitting about 89,000, so it's quite a stark reduction. I think we're talking about a 28% reduction... Vandalism's down from 18,000 crime reports a year to 14,000 crime reports...'***

5.14 Discussions revealed that the unique structure of GCSS and its position as the hub for partnership working was particularly successful in identifying what the most appropriate

diversion would be and the ***'beauty of having GCSS do it as opposed to what happens in other authorities is they've got at their disposal a list of diversionary things that they can send kids on, so they don't need to go through third party agencies or refer on or whatever else so for these low tariff ones, they can actually refer them on so they get a bit of youth football, they get an alcohol brief intervention or they get ... all of that sort of stuff.'***

5.15 Prevention, they believe, is better than cure and the structure of their interventions, they argue, goes some way towards addressing this by ***'proactive home visits ..., for example, where people have been identified as being problematic in a neighbourhood but not quite at the extent of committing an offence yet, we'll maybe try and get in there quick and provide an intervention so that they don't go on to offend/re-offend'***.

5.16 The immediacy with which GCSS can respond to, and effectively tackle, some issues is identified as one of its key successes – ***'it is a box of tricks and can mobilise resources, it's quite flexible around resources, ..., so we can find it fairly easy to mobilise services into a particular geographical area to tackle a particular client group based on emerging priorities or any crime trends.'*** Consequently, there is a belief that core services are now being delivered to a ***'higher level'***.

5.17 Clients' offending behaviour is monitored on a ***'weekly basis while they are on programme'*** and, therefore, if a client picked up an offence while on programme one week the service manager of that programme would ***'know by the Tuesday'*** [of the following week] ***that they've re-offended, and that's due to us streamlining the information from the police to the teams in here*** [GCSS], ***so that they can put an intervention in place to actually address their offending behaviour.'*** Similarly, the offending behaviour of those young people who are attending school is shared and in partnership with the school staff appropriate interventions are agreed.

5.18 One area of concern noted amongst key partner agencies is that of finance arrangements for the client group. At the time of data collection clients were in receipt of £60 per week but many of them had reported back to GCSS workers that this was causing some difficulties – ***'... there's a whole other issue around benefits and complications that creates if they're*** [clients are] ***already on benefits ...it*** [GCSS programme allowance] ***impacts on their benefits*** [which effectively means that existing benefits] ***get cut and***

withdrawn..... So there's a lot of that, that we obviously need to take on board as well.'

Essentially the benefit issue was felt by some of the key partners to be a barrier to some clients [and potential clients] engaging with GCSS's programmes. This is a theme echoed by the client groups themselves and discussed in more detail below in chapter 6.

5.19 The list of activities and options at the discretion of GCSS is considerable but not exhaustive and it was felt that there was a need in the next developmental stage of the organisation for more engagement with the wider youth justice services. An example of this would be to further develop links with services such as Includem and other third sector bespoke services to support the good work GCSS are already doing.

5.20 This is not to suggest that GCSS have not been developing links. They have been. In addition to the core partners that GCSS work with, they have established a number of strong links with other organisations as well as employers in the wider community. For example, they have ***'over 100 placement providers around the city, whether that be small business or big partners such as Arnold Clark.'*** Also they are developing closer working relations with the Prince's Trust, Bardarno's, Includem, and APEX (see appendix 5) who are now contributing towards their programmes. In particular APEX is contributing toward employability issues with offenders, building confidence, helping with CV writing and in assisting clients in compiling a disclosure letter in relation to their offending to submit along with their job applications.

5.21 These additional service inputs, it is argued, are helping to deliver positive outcomes for clients. APEX cited the case of one young man who ***'thought his life was over and "I'm never going to work" you know, and when I met him the first couple of times he was in tears and stuff, but I said to him "well what are you doing?" He was bound legally to inform prospective employers up front that he was on the sex register, but that aside I said "well what are you doing in the first instance, are you getting any response, are you getting interviews and stuff?" "No, I'm not getting any interviews". I says "well it must be your CV" because that's the only sort of interface, ...so we redid a CV with him and I think he had a job interview within a day or two and he got a few more then I think he was invited to interview and, you know, he submitted the disclosure letter that we'd compiled with him and he got a job – he'd a job within two weeks.'***

5.22 APEX have also been working with GCSS clients on the Choice Works/Community Payback programmes by going out to the muster points around the city to talk to the clients to explain how APEX may be able to assist clients with employment issues and to give out information on how they can be contacted. They also are able to assist clients with accessing funding, for example from the Prince's Trust, to allow clients to get driving licences, HGV or Dumper Truck qualifications. ***'Things that'll enable them to gain employment...'***. The APEX workers also reported that they hoped that the services that they were currently delivering to/with GCSS could be strengthened and possibly even mainstreamed into some of the current offender management programmes offered by GCSS.

5.22 Other areas of development that are reported as on-going are with the Prison Service on a prisoner through-care programme and in creating ***'great links'*** with the Criminal Justice Authority, plus ***'we've got a lot better at sign-posting and referring individuals onto other agencies'***. Discussions have taken place with the Scottish Prison Service (SPS), in particular with Barlinnie Prison in Glasgow, in an attempt to establish a protocol for information sharing for the through-care programme.

5.23 This programme aims to engage with prisoners 3 months prior to their release, carry out an assessment and put plans in place for their release including a number of small but ***'key things'*** identified by their research in this area that shows ***'even picking them [prisoners] up at the gate and making sure that they've got an appointment the day after or the day when they come out'*** can have a positive impact. It was being piloted with 5 or 6 young men in prison prior to release on ***'the proviso that we'll deliver a programme with them when they come out.'*** All anecdotal indications at the time of data collection were promising for the future development of this service.

5.24 It was reported that part of the success of GCSS and its developing links with other organisations, agencies and employers was due to them becoming involved in, and seen at, the ***'right forums/partnerships, you know, being involved, being seen...not just for the sake of being seen but in making sure people are much more aware of what we do....it aids communication and having a consistent approach...'***. This they believe enhances the profile of the services GCSS deliver.

5.25 One of the emerging issues that are a marker of the success of GCSS thus far, is in whether/how to deal with individuals who are now self-referring to GCSS – ***‘people whose friends/family/whoever have been identified/have been on the programmes and say “look, it was fantastic for my brother/my cousin/or whoever it was, could this be an opportunity for me?” So we will take them if we think ...again, it’s all.... It’s still currently....I mean you’re not going to have a group of offenders and someone that self-refers that hasn’t done any offending in their life, you know, we’re not going to put them on a programme that’s very much about offenders, so you know, we will still look at who they are, we’ll do an assessment and again if we think they’re suitable we will take them.’***

5.26 Understanding the complexities of these offenders’ lives is something that is identified as a key to the success of the programmes thus far. For example, it is not just about education and work experience but understanding clients’ vulnerabilities and the need to introduce ***‘healthy and natural ways ofgetting a buzz’***. Consequently, ***‘high adrenaline’*** activities that are also perceived as being ***‘pro-social’*** such as ***‘kayaking, canoeing, outward bound stuff’*** sometimes on a residential basis at Lochgoilhead are built into the programme.

5.27 Access to addiction services are also available as it is felt that within the client group that GCSS works with ***‘there’s a high percentage who their offending is fuelled by alcohol’*** and that there is likely to be ***‘a lot of possession of cannabis...in their previous records.’*** They have found a ***‘lot of guys who maybe couldn’t complete the programme because of dependence on drink, and that’s probably more of an issue than drugs for us on the programme.’***

5.28 Communications was an interesting issue as in general terms there was a feeling that the partners were sharing information and communicating quite well. However, internally to GCSS two areas of concern were raised. The first was representation at the various forums a GCSS representative now attends. It would appear that this task is shared amongst those in middle-management positions but the information flow between managers is not always sufficient to ensure an informed and consistent position; it was reported that they didn’t always know what had been said or what agreements had been reached at the previous meeting which indicated that internal communications could be better linked. The

staff who deliver the various elements of the offender management programmes also raised some concerns around communications and this is discussed more fully below in the context of their perceptions.

5.29 Nonetheless, the success of GCSS is such that other new developments within the city regarding policing of troubled and troublesome individuals and communities perceive that GCSS had a central role in them; for example, the new One Glasgow Initiative.

5.30 A strong indicator of the success of GCSS Offender Management Programmes, it was felt, would be in the experiences of those ***‘people that have pulled themselves back...’*** We discuss the clients’ experiences and perceptions of GCSS in the following chapter: Chapter 6.

Staff’s perceptions

5.31 While the staff share many of the views of management and GCSS’s partners in regard to the uniqueness and success of the services delivered, they also have their own particular views on a number of issues that highlight the importance of the public interface of GCSS with clients and working partnerships in the community. They report that ***‘There is a lot of good work being done but there’s a lot of scope for improvement.’ ‘We’re not good at selling ourselves!’***

5.32 The staff were found to be committed to the development of GCSS’s Choice Works and associated offender management services. Building on their experiences of working with young people and adults, especially those who have previously served a custodial sentence, the staff were aware of the limited support that is available to help offenders upon release. In particular they had identified the need for more through-care support for prisoners upon release to help prevent them slipping back into old patterns of offending behaviour. This is not a criticism of the excellent through- and after-care services that are available but a realisation that there was a need for more.

5.33 They are, as highlighted above, now developing a new through-care programme which they argue is not in competition with other such services but an additional service ***‘running in parallel with what is already’*** available. For example, they have been ***‘talking***

with Routes Out of Prison at the Links Centre'. However, they report that they were *'disappointed in terms of the activity at the Links Centre'*; they had assumed that it was *'a hub full of agencies in working'* but their experience is that this is limited. Also it is thought that those on relatively short-term prison sentences can *'slip through every organisation'* unlike the experiences of young offenders who were held at Polmont. At Polmont they believed there was much more support provided for young offenders in preparation for release from custody.

5.34 The new through-care programme is aimed at working with prisoners prior to their release and to support them after their release. What is significant is that the team have discovered, on top of the recognised issues many ex-prisoners have in relation to addictions and homelessness, the extent to which some 21 – 25 year olds have become institutionalised. In some cases this institutionalisation began at the age of 9. Consequently, these clients are identified as very vulnerable and with limited life skills to *'allow them to even start to think for themselves'*. This highlights the need for a comprehensive package of programmes to be available in order to match the clients' complex needs.

5.35 The staff are aware that providing such a package is not without its challenges: *'it's very much one step forward, two steps back'* but for some, *'it worked out quite favourably because we were able to produce reports for the court which has allowed them to stay out on bail, which is basically giving them a second chance'* because they are being supported by GCSS. The clients on the through-care programme also have access to similar opportunities for training, education and employment as the offender management programmes provide: *sitting alongside us we have our employability and training team who are made up of placement officers, employability training advisors, literacy and numeracy tutors and the two placement officers...'*

5.36 The types of difficulties faced in dealing with this particular client group are highlighted in the following statements: *'...one of our guys, he got a very, very good work placement out in a leather factory in [name removed], and he started on the Monday and by the Thursday the Managing Director was ready to offer him a full-time job and he walked out of the place on the Thursday. He actually walked out himself and this was in spite of the fact that he was getting told if you'd stayed that day you were going to get*

offered a full-time job.' What this underscores is the extent to which these individuals have been institutionalised and the lack of a developed work ethic: ***'it's a combination of just needing to get up every day and go to work and sustain that but also....I mean, there's the obvious... financial element...they're only being paid £60 a week ...[and]...we cover their travelling expenses...but the clients have reported to the staff that 'I can lie in my kip and do nothing and sign on the dole for £109 a fortnight'...'***. This is compounded by a lack of structure in the clients' established lifestyle as ***'they suffer from Boomtown Rats syndrome, they don't like Mondays, you know, and they can't get up for their After the weekend, Sunday night to them is an integral part of the weekend as a Saturday and it's getting them out of that cycle as well.'***

5.37 Staff keep in contact with clients who are on work experience/placements in order to provide support and encouragement. They also encourage the clients to contact them if they are experiencing difficulties. The staff pointed out that on some occasions it is a mismatch between the client and type of placement that is the issue rather than the client not being ready to commit to a placement.

5.38 There was some concern that the current financial crisis, compounded by other issues such as time-keeping, may impact on the number of placements employers are willing to offer. Some clients who are struggling to re-enter employment are not the best time-keepers and this can have an impact on the working environment. Sometimes, GCSS staff have had the impression, from placement providers, that regular workers feel that the placement workers are given preferential treatment as there are no penalties attached to their erratic time keeping.

5.39 A second issue related to the financial crisis is that ***'we're now starting to see there's more placements that are coming up where it is just experience, that there's no job at the end of it, and that'd be really difficult to say to the young people....'***. On the other hand they do report having some success in accessing funds from the likes of the Prince's Trust which has supported some clients in receiving a development award which can allow them to do things like get driving lessons. Being able to drive is as discussed below, by the clients, something that they report can assist in gaining employment.

5.40 Support for changing attitudes, particularly those *‘attitudes that support the offending behaviour or the belief systems that support offending behaviour’* are crucial. The workers expressed concern that there is a general perception amongst the public and policy makers that if we *‘get them a job it solves the problem...but we know of young people who’ve come through the programmes who can sustain some form of employment but just continue to offend.’* They were concerned that there is a real lack of knowledge and understanding that the journey from a chaotic life of offending to a sustainable and healthy life style is likely to be chequered.

5.41 The success thus far for GCSS clients is identified as being in the organisation’s ability to provide a package that addresses the complex areas of needs of these clients and recognising, in a non-judgemental way, that relapses are not necessarily an indicator of failure, but part of the journey to a more sustainable positive lifestyle.

5.42 Aside from the provision of services for clients the staff were also concerned that communication within the structure of the company was not working as well as it could. There is a perception that bottom-up communication gets lost in the process. This they report is very frustrating. They are aware that some steps have been taken to try and address this perceived communications issue but nonetheless they feel it is still an issue that needs more consideration. They find that some decisions are made, in what appears to be a top-down management style, that leave them in awkward positions with the partner agencies they are dealing with in the delivery of services. One of the examples given was that of the *‘school support and restorative justice process’*. Some of the frontline workers in GCSS were concerned that initiatives *‘start too big, don’t start small, we start too big, I think that’s the biggest problem’*. The inference here was that perhaps more small-scale piloting should be adopted before a full launch of new services. In relation to the service above the staff’s perception is that this service was pulled too quickly and that it hadn’t been communicated to those they were working with in the schools either. This they argue, at ground level, taints the image and good work that GCSS is doing, particularly when the impression at the level of interface between schools and GCSS workers was that the programme was a good example of EEI and had been supported for that reason. What we were unable to ascertain was where exactly the communications broke down but the staff’s main concern was the ‘breakdown’ in communications on two counts: 1) in relation to the

life course of the programme, and 2) in relation to the dissemination of the decision to all parties it concerned.

5.43 GCSS also have worked with **'victims and vulnerables'** and this was cited as another service that was pulled too quickly and without, they argue, a proper exit strategy in place. This was described as a really upsetting and unsettling experience for those staff involved. They report that they did their best to signpost to other support agencies the clients affected by the decisions to pull the service. However, the main issue for staff was based on their previous work experience and the impact cessation of such a service can have for clients' self-confidence and self-esteem: **'when you've built up their trust and confidence...[and] you're the only person [they] can trust right now and you're saying you don't want to work with me...'**. Unfortunately we were unable to ascertain beyond the staff's perceptions what effect this actually did have on the clients affected.

5.44 The staff also questioned the hierarchical structure of the GCSS and they have a perception that it is too **'heavy in management roles'**. They believe this may be a factor in how information gets lost in the flow from them to the strategy team. It would appear from their discussions and comments that perhaps the role of management needs to be made clearer and communication routes clearly established to ensure that they are feeding ideas and programme information into the correct channels in the future. Currently there is a perception that some issues are never aired openly at management level. Consequently, they report, lack of acknowledgement or feedback can create a **'fear factor ... don't come to me with bad news, that kind of element'** when in fact they would like to have an established avenue for feeding their experiences of programmes and future programme development into the system.

5.45 Despite their considerable concerns around communications they are proud of their achievements to date at GCSS and do believe that the programmes they run are making a difference to the lives and livelihoods of their client groups but they are cautious as sometimes they feel too much emphasis is put on meeting targets at the expense of actual achievements. For example, **'you will reduce offending by 50%...[but]...if we reduce a young man's offending by 5% or 10% you've reduced offending....and...it's a kinda silly thing, because what if he reduces offending behaviour by 49%?...'.** They also point out that

other agencies such as the CJA have lower targets. Consequently, staff get the perception that sometimes targets are set by those who have ***'never in any way whatsoever had contact with a young person involved in offending behaviour, or had any knowledge about the challenges.'***

5.46 One issue, related to this, was the length of the programme; 12 weeks is not enough for some clients and they strongly believe that flexibility needs to be incorporated into the programme at both ends as they report that ***'some of them [clients], 5 weeks and they're ready to go, some of them 12 weeks and they're ready to go, some 24 weeks, ...'***.

5.47 While there is a huge amount of support for the type of work GCSS does - ***'GCSS is an incredibly unique organisation, there's no doubt about it, and therefore could present itself or could be in a really unique situation in terms of the work that it could do, but it's just trying to make sure that that's done effectively.'*** Staff argue for a tightening up of internal structures and are keen to share their knowledge and experiences to enhance and further develop service delivery within GCSS.

Conclusion

5.48 This chapter has highlighted GCSS's considerable successes to date. It has shown that for the most part key staff and partner personnel are in agreement with the ethos and mission statement of GCSS. They also agree that GCSS is delivering a unique service and is in a good position to co-ordinate and provide quick and effective programmes to its clients and some form of visible justice to the communities it serves. Communication, it would appear still has a few kinks that need to be addressed but overall the flow of information and intelligence between agencies regarding clients and the support they require is fluid. The following chapter examines the perceptions and experiences of a small but representative sample of clients who have been or are on one of the Choice Works programmes.

CHAPTER 6 – CLIENTS' EXPERIENCES

Introduction

6 Here we discuss the views and perceptions of the offender management programme; a snapshot drawn from a sample of young people on one of the Choice Works programmes. Clients are quite positive towards this but they have highlighted a number of areas for future development and they reported on a number of perceived barriers that they believed might prevent other young people from engaging with the programmes on offer. Also in appendix 6 you will find a sample of case studies provided by GCSS highlighting a number of individual clients' experiences as opposed to the collective voice reported here.

6.1 Almost without exception the clients reported that the staff responsible for the day-to-day delivery of the programme were **'great'** and that they would go out of their way to support and help them: **'you can ask them to help with anything – anything at all to be honest with you'**. This included helping with writing up CVs and job applications, housing issues, benefits issues, filling in forms, and health issues – **'Even if it's something else that's not anything to do with this course they'll help you with it ...'**. The perceived quality and dedication of the staff who are working with the clients was identified as a key quality in what made this programme different from others. Around half of our participants had no previous experience of any other support services. Nonetheless the level of support received, it seems, has developed a level of trust and respect amongst the clients towards **'their workers'**.

6.2 It is also reported the staff in particular make the clients feel welcomed, they treat them well and make them feel as though they are genuinely interested **'Especially if you're doing an offenders' course, they don't treat you as if you're an offender.'** **'...a lot of the programmes that I've seen and spoken to folk on, just folk don't get treated right, you know, it's just lip service and I don't get that impression here.'** This sense of caring both helps to form trust amongst the client group and their GCSS support workers but also helps to foster self-confidence and self-esteem amongst the client group. It gives the clients that added confidence that they will be supported because **'Anything you ask them to do, well,**

if they don't know it personally they'll go and find out for you and they'll make phone calls for you.'

6.3 The perception of the clients that their workers are prepared to work beyond the scope of the programme they are on serves to underscore GCSS's ethos to move away from silo working and to embrace partnership working while recognising that in some cases other organisations or agencies are better placed to deal with individual and personalised issues.

6.4 Interestingly in their conversations the clients often referred to the programme in terms of it being to improve their employment opportunities. While it was clearly evident that they received support across a range of personal and social issues their perception was that they were primarily on a course about improving their employability. This it would appear is less to do with the course than the clients' perceptions – employability they believe to be the key to changing their lives around - ***'to get a job and that, just like get into employment and that, just keep yourself out of trouble.'*** ***'It's the daytime telly that drives you to drink'*** and another client stated ***'I know that when I'm working it keeps me out of trouble, definitely. It's when I'm not working, when I'm sitting about bored...you end up going on the drink and you get yourself into trouble basically.'***

6.5 There was a difference in the aspirations between those who were on CPO and those on OIS programmes although a common theme that underpinned their offending patterns of behaviour was drink. Only 1 client stated that it was drugs and another suggested it might be both drink and drugs. The clients reported collectively that drink was an issue related to offending patterns of behaviour. One commented that, ***'I think if you ask most people who are in jail what they are in for, they'd probably tell you they were full of something at the time.'*** And another following on this theme stated that ***'I've been in [jail] and everybody I spoke to was always "aye I was full of Buckfast" or whatever.'***

6.6 Following on this theme the participants voiced the opinion that employment was a key to encouraging changing their patterns of behaviour as is evidenced in the following comments:

'...when you're working I think at the weekend you're like that, you want to enjoy yourself, you're not wanting to go out and get into trouble cause it could bugger up your placement or your job and that.'

'Aye and when you come home from work through the week you're too tired, you just want to sit and watch the telly.'

'Just sit back and relax'

'It motivates you I think. It motivates you not to do nothing so.....'

'A lot of the boys as well, if they had a job and they're making money that way they wouldn't go out and do stupid things trying to make money, if that makes sense?'

6.7 Those on CPO reported that they would like to have access to more opportunities/support for seeking employment or training following completion of their order but recognised that this was not part of the programme they were on. Consequently there was little talk amongst this group of future employment opportunities. Some had work experience and hoped to be able to take up opportunities there. Others had personal and social issues that were being dealt with by other agencies and groups due primarily to the nature of the CPO. On the other hand those who were engaged in the OIS programme had aspirations for employment across a range of employment areas from car mechanics, to graphic design, to scaffolding, administrative interests, drivers, and building opportunities. The majority of the participants that we spoke to either had just completed or were currently on programmes and working towards building a portfolio that they hoped would improve their employment opportunities in the construction industry.

6.8 For example they report that their CVs are improved by the opportunities to develop this portfolio –

'...it's building a kind of portfolio that makes employers want to employ you, 'cause you've got skillsmost employers these days are not just looking for a CSCS card and PASMA, they're wanting three, four or maybe five things.....and a driving licence.'

The participants then went on to discuss how some of them were waiting to add a **'Banksman'** qualification to their portfolios. They also commented that the CSCS card, they believe, now had less of an effect on employability opportunities because **'labourers are ten a penny'**. However, its value was enhanced as part of a portfolio of qualifications.

6.9 Several of the clients who had been on one of the Choice Works programmes voiced some concern that their expectations regarding employability were not being realised. There would seem to be two issues in relation to this. Firstly, some of the young people seem to have been under the impression that if they **'work hard there's a good chance you'll get a job at the end of it'**. Secondly, some of the clients appeared not to fully understand the difference between work experience and employment. However, the majority had few misconceptions around work experience but they felt this was the weaker element of the programme. They commented –

'It was not really, it's not the course that's let us down, it's more or less the placements that have let us down I think.''

'Because they've [GCSS] done everything they can and they couldn't have done any more I don't think...'

6.10 This discussion brought to the fore the difficulty some of clients who had completed the programme previously were now facing. In particular one of the barriers they brought up was the lack of a driving licence. It was reported by a number of ex-clients that they were finding it difficult to get a job because of their inability to drive. Consequently, they were requesting that driving lessons be included in the programme. They claim ***'That's what most people are looking for - a driving licence... ..especially for construction cause you can be anywhere in Scotland... ..cause you'll always get a job that says you need to have a driving licence to work.'*** This invoked a discussion amongst the young people themselves regarding where responsibility for acquiring a driving licence should lie and it transpired in that discussion that GCSS have been able to help some clients to gain a driving licence indirectly. This is another example of the company working effectively with partner organisations and signposting clients to other organisations who can assist with issues that GCSS does not currently provide. For example ***'But GCSS do help out, they got me a grant from the Prince's Trust for £350 for my driving lessons and my provisional and that, so they***

do help out with that.' What became apparent to us was that not all clients were aware of this opportunity but why that was the case we were unable to determine from their comments and discussions.

6.11 It was through discussing the difficulties of employment that the clients began to identify the issue of their offending behaviour having to do with boredom and drinking to excess. The lure of gaining employment experience and training with GCSS it would appear strongly influenced the clients to engage with the programme in the initial stages. Typically they reported spending the first 3 months of the programme engaging in group work sessions which aim to address some of the social and personal issues that are underpinning the clients' engagement in ASB and/or criminal activity. Activities such as go-carting and gorge walking the clients perceived as rewards for engaging in the more structured group work session. During these sessions the clients are encouraged to think about what future employment they would like to take up and they reported that they are asked about what type of work placement they would like. At least one of our respondents opted for a college place rather than taking up work experience. More generally, clients reported that

'... we were basically asked what we wanted to do. What we'd be interested in. ...and if it came up, well, you know what I mean, you can't just go like that "right I want to do that" and then if they don't want you what can you do, but it's like I was lucky cause I got to do what I wanted to do, so.'

'Aye you get a list....'

'... me personally I got a list and I was told that that's what there was - I was to pick, but there was quite a There was quite a range...'

6.12 The majority of clients believed that being on the programme had had an impact and improved their self-esteem and confidence, improved their employment opportunities gained through training, and provided them with references from their placements. Those on the OIS programme were there on a voluntary basis unlike those on CPO who are required to undertake community work as a condition of the order. However, by accepting a place on the programme many of the clients we spoke to struggled financially. At the time of data collection their allowance was £60 per week plus a zone card but being on the

programme and in receipt of this allowance meant that they could not claim other benefits they had previously had access to. Their concerns were that they were giving up benefits to join the programme without any guarantees that they would benefit, and in particular benefit by securing employment.

6.13 Clients appreciated the opportunities for work experience but some of them would like to see the development of more positive links with placement providers –

‘I think there should be something set out between the company that the placement’s been arranged with....if, like, you, for every day you’re not late and your attendance is perfect basically and you’re working hard, then I think you should be guaranteed a job at the end of it.’

‘Aye, I think that’s the placements they should be looking for more, not just for the fact of work experience, I think they should be trying to get people into work.’

6.14 However, others believed that ***‘They can only help out for so long and try and get you placements for so long and then you have to go and do your own thing.’*** Taking responsibility for moving on and securing employment was also reinforced by another client who commented –

‘Well I don’t think it’s really them that get you a job, it’s yourself isn’t it, I mean, you need to make yourself look good, I mean, they can’t go to your placement and hold your hand, you know what I mean.’

6.15 Interestingly, clients have mixed (perhaps even confused) perception of the value of the course in supporting them into employment. For example in discussions one commented ***‘...there must have been about 12 of us at the time, and as far as I know it’s only me and Rab that got jobs out of it...’*** and another two clients had similar comments to make ***‘...there’s only one boy in my group that’s got a job...’*** and ***‘I think there were two boys out of my group’***. However, in the conversation and closely following on the back of these comments were comments like ***‘...Darren got a job...’***; ***‘...three of them now’***; ***‘Aye, a lot of the boys went and got themselves their own job...’***.

6.16 Consequently it would appear that the clients separate those who eventually go on from the course to enter full-time employment and those who move seamlessly from work experience into continued employment with the placement provider. They appear to make this distinction even although it is evident in their storytelling that they are aware of the contribution the programme has made to improving their *'...confidence to do some...stuff'* and that it *'opens a good few doors for you.'*

6.17 Nonetheless there was some disappointment amongst the clients who didn't secure full-time employment following participation in the programme and the successful completion of a work placement. For some of the clients this disappointment was inter-linked with their criticisms of the levels of financial support available to them while on programme. For example, *'I think people wouldn't mind the £60 a week if they thought they were going to get a job at the end of it.'* ... *'But if somebody's putting you in a placement and saying "there's not going to be a job at the end of it, this is just for experience" people are.... that's not enough motivation for people to be in a placement for nine weeks...'* Another client commented upon his experience stating that

'...I done a placement and it was supposed to be for seven weeks but it ended up the guy says because I couldn't drive they couldn't take me on. I think I should've maybe have knew that right at the start, know what I mean, cause he was getting free labour basically, so I would like if you could get a job out of it, there's a job...most boys will be willing to do it if there's a job at the end of it, but £60 a week, for me being a 25 year old, that £60 a week is not enough because I'm getting more than that on a job seeker's allowance, d'you know what I mean. So I'm taking less money to do a placement and you're needing money for work, for like juice and stuff to eat....'.

6.18 Finance is therefore an important issue especially coupled with the limitations of the programme in only being able to provide work experience. One client claimed that these issues had led to a couple of guys dropping out of the Offender Management Programme. He claimed that they had told him the reason why they were dropping out was due to financial issues. Reputedly, they dropped out and went back to *'drugs'* because there was a lot more money to be had there. We were unable to determine what he meant by *'went*

back to drugs' but the inference was that these individuals had returned to some involvement in the illicit trade of drugs because they could make more money than they were doing on the course.

6.19 Additionally, other structural barriers impact on training and future employment options for this client group. For example, the new apprentice scheme which a number of the elder clients (18 and over) reported that they were too old to qualify for: **'see the new, see apprenticeships, they're just getting handed to kids out of school now, the modern apprenticeships they don't do them anymore, cause that's why I can't get one.'** Another client reported his frustration at these structural barriers and reported that -

'My placement finished but they offered me...like, they were going to give me an apprenticeship and that but I was too old for it so I couldn't get it, and then the modern apprenticeships they don't do that anymore, so ...and then I asked about volunteering in there to see if the ... to get me a job in there, and they can't do it because the union says health and safety and all that.'

6.20 These issues are of some concern to the older client groups as they felt they were being unjustly disadvantaged in the workplace when they were trying so hard to change: making personal and financial sacrifices to change and adopt positive life choices. While it is recognised that this is not a GCSS policy it is something that perhaps GCSS could raise with its partners for discussion.

6.21 From the clients' perspective there have also been a few difficulties with the placements they have been allocated to. Some have claimed that they didn't have the necessary skills and equipment to fulfil the requirements of their placement; one client stated that **'...I got a good write up, I think what he put was, he says basically I couldn't work any harder and my attendance and my time keeping was excellent, I was keen but he just couldn't take me on because I couldn't drive.'** A number of other clients have also commented on the importance employers seem to place on employees being able to drive.

6.22 However, when a mismatch of requirements and skills occurred the clients were unable to tell us whether this was a lack of consultation by GCSS prior to making the placement or a lack of clarity and information from the employer to GCSS in the first

instance. What was clear was that it led to disappointment for a few clients who feel that more liaison is needed to ensure that these types of issues are kept to a minimum if not eradicated altogether. One respondent reported that not getting kept on left him feeling somewhat despondent – ***‘I don’t feel that I’ve achieved anything now ‘cause I didn’t get a job, ‘cause I worked hard for it. ... Aye ‘cause I worked hard when I did that, I used to work hard, I got good reviews and all that and then basically nothing...’***. In the current economic climate it is difficult to see how this can be overcome but perhaps linking work experience with signposting clients to some of the volunteering opportunities that are being developed may be something that should be considered.

6.23 These examples discussed above also raise some questions of the expectations of the work placement hosts. Surely, someone who has proved their worth as a good employee on the placement scheme is worthy of a little investment by the company concerned to provide additional training for clients who they would, if they had the skills, normally consider employing. In this regard perhaps this is an area that could be further explored in future policy development.

6.24 Despite these criticisms there was, as previously stated, considerable support for GCSS and as evidenced in the case studies (see appendix 6) various outcomes for clients, including significant changes in the offending behaviour of some clients: ***‘Since I’ve been on the course anyway I’ve not been charged with anything else...’***. Below we highlight one particularly successful case –

‘I wrote to GCSS when I was in the jail – I was on this course for about 7 months and then I got the jail – then when I was in the jail I wrote to [name removed]...and that and asked them to help me when I got out, can they sort something out for me getting out cause I was getting the HTC (the tag). And as soon as I got out, two weeks later they got me into a placement and I got a full time job.’ This client also commented that ***‘I’m in full time employment now through this.’***

6.25 Those clients who were in receipt of CPO had a number of distinct issues related to the orders that don’t apply to those on OIS. All of the clients reported that they preferred the community to a custodial sentence and only one of them complained about the order

coming into effect immediately sentence was passed. He was upset because his family had organised a party to celebrate the fact the he wasn't going to prison and he couldn't attend because he was taken straight from the court to the facility where he was to undertake his community sentence. However, there was virtually no support from the rest of the group on CPO as none of them felt this was an issue – in fact they had all expected a CPO like a custodial sentence to be with immediate effect.

6.26 One of the main benefits, highlighted by the clients on CPOs was the ability to maintain relationships with family and friends. In one case the client concerned claimed it was '*...the first time I've had a chance to have a real home...*'. He went on to explain that due to his prevalent offending, which he stated was due to drink dependency, he never previously had what he could call a home. He lost his tenancy every time he went into prison and therefore had little chance to establish a sense of belonging and community ties. For him this was significant because the sense of permanency having a home instilled in him was he claimed impacting positively on his alcohol dependency and offending issues. He also claimed that for the first time in a long time he was beginning to establish relationships with, for example, family and his neighbours.

6.27 Interestingly this group, on CPOs, identified many of the opportunities open to those on the offender management programme as being what they would also like to see included in the CPO scheme. They had no issues in complying with the requirements of the CPO but identified the gap between being gainfully employed during the period of the order and the lack of any follow-up once it was completed. In particular they expressed a strong desire for the possibility of training opportunities and/or access to work experience programmes to be pursued as a follow on stage after the CPO had been completed. This they believed would support them more in making positive changes in their lifestyles and help them to access employment in the long run.

6.28 Perhaps unsurprisingly though, those who had admitted to drug and drink dependency recognised that a CPO itself was unlikely to have a huge impact on that behaviour. Therefore continued support and dependency counselling were felt necessary if they were to make sustainable and significant changes to their lifestyles. There was a feeling amongst the group that once they had completed the allotted community hours

there was, just like exiting a custodial sentence, little support or opportunities open to them. This was not a criticism of the work they were involved in (for example, making garden furniture or involvement in community clean-up schemes) while on the CPO but a call for some support or through-care when they are exiting the order. This may be another area that GCSS wish to consider pursuing in the future.

Conclusion

6.29 In conclusion it is evident that there is a huge amount of support and praise for the services delivered by GCSS and in particular those who had been on other programmes stated that it was better than their experiences of the *'Wise Group or Tomorrow's People'* programmes that they had been involved in previously. A lack of training and employment opportunities prior to engaging with one of the Choice Works programme is, the clients claim, closely linked to their patterns of offending behaviour.

In particular the programme's ability to meet individual clients' needs and nuance the programme so that they can select the training and work placement experiences they are most interested in is applauded but there are a number of related issues that they feel should be addressed. More pre-planning between employers and GCSS to ensure that there is a match of clients' skills prior to them taking up placements is essential. The possibility of developing more training options and links with current apprenticeship options or volunteering opportunities could be explored. Finance should also be considered - an allowance of £60 per week was felt to be too little⁵⁷. Also there is an issue around expectations and perceptions of the value of work experience. Clients clearly feel aggrieved in some cases because they don't move seamlessly into a job and they report that they feel like they are being used as a cheap labour option: these issues need to be addressed to prevent denting the clients' self-esteem and self-confidence. It would appear that more communication/information on the limitations of the programme is needed – for example clients need to understand that work experience places are required on a continual basis and if current clients are to take these up as full-time permanent posts there will be fewer opportunities for other clients to also gain some work experience.

⁵⁷ At the time of data collection it was known by the researchers that GCSS were considering this issue and there was some expectation of the weekly allowance rising to around £80-£85 per week.

CHAPTER 7: REVIEW AND WHERE NEXT

Introduction

7 It is evident that GCSS have had significant successes thus far in the development of the company and the services that it delivers to some of the most vulnerable but troubled and/or troublesome clients. Below we offer an insight to how the company and services may be developed from the perceptions of our research participants.

7.1 The significance of GCSS being virtually a standalone company, as opposed to a department of the council was identified as crucial to its success: ***'I don't think ... the successes that GCSS have brought about could ever be done by being brought back into the council. I mean, just by taking one element I can demonstrate that, the graffiti squad. We had a graffiti squad in here for years that wasn't working. We put that to GCSS and automatically it was changed around and it was a sea change, it went from constant complaints about the fact that you'd reported a bit of graffiti 12 weeks ago and it was still there, to the success that you only had to report it one day and it was away by the end of the week.'*** Its unique structure and focus on particular issues puts it in a position where it can deploy services much more effectively.

Future Challenges

7.2 There are going to be challenges in the future and in particular concerns are with the current economic climate and the consequential effects this is having on the job market. The following quote sums up the feelings expressed by those involved in developing and delivering the Choice Works programmes - ***'I think the challenge is about getting people that are quite far away from the labour market, jobs, because the labour market's full of people now that are quite that are actually working, and so we need to find ways of people having meaningful existences and doing stuff meaningful that they get value from that builds their self-esteem and allows them to engage with other people, and that for me is more like voluntary work.'*** An additional challenge with this approach is in how this is

sold to the client group in a positive way so that they can see and understand the value of volunteering.

7.3 The employees of the company at all levels share the view that ***'...we could be better at promoting what we do and how we do it...'***. This view is linked variously to a number of issues, including raising awareness of the services that are delivered, and the opportunity to share with others the success of the company. However there are also some tensions around promoting what GCSS does as some key individuals are concerned that this could become a commercial issue, something that they would oppose, as they don't believe a one size fits all approach can be adopted, although they are willing to accept that the concept of what GCSS does and how it has done it should be promoted.

7.4 It is clearly evident that the bulk of the information on troubled and troublesome clients flows primarily from the police and GCSS Community Wardens and the Locality Teams. Therefore this could be improved upon through more sharing of information with, for example, education and social work. Improved information sharing in this area it was felt would be particularly useful for all parties involved in EEI programmes. Information sharing with local communities could also be enhanced and the good work currently being carried out by the locality team should be continued. Developing these links further may allow for a pro-active approach rather than re-active as is so often the case.

7.5 We also found that there is potential for more development of EEI with schools. Currently schools have a range of programmes and in-puts to programmes for troubled or troublesome young people. However, closer sharing of information and identification of 'high' risk potential offenders may allow for more effective co-ordinated intervention at an earlier stage, rather than waiting until these vulnerable young people are on the records before a co-ordinated intervention programme is considered. For example, non-attendance at school often leads to other things – ***'if you can't get them in the pastoral care teachers are totally concerned about what are they doing, what are they getting up to, where are they? ... shoplifting ... it's quite a big number from a school that causes that, [but] ...GCSS might only be involved with one or two...'***.

7.6 Lack of facilities was also highlighted as a problem in some of the hot spot areas. This was coupled with poor family life. Consequently, it was stated that for some young

people ***‘the gang was their family’***. The challenge then for GCSS is in how to intervene effectively and it was felt that they had the right idea with mobile and youth activities they were putting on. It was reported that there was a need for ***‘gang activities, if you like, for want of a better term, group activities ...[so that they, the young people] can still feel part of something...’***. It was felt that group activities such as the mobile youth activities allowed for the maintenance of a group identity, something that is identified as important for these vulnerable young people, but at the same time allows for the negative issues associated with gang activities to be challenged in a non-threatening environment.

7.7 Virtually all of our respondents felt that there was the potential for GCSS to further develop, especially within Glasgow, by ***‘moving more into the kind of offender management field and developing into a kind of co-ordinated hub...’***. It was believed that the success of this is dependent on all partners ***‘buying into the concept’*** and being willing to embrace the sharing of information for these vulnerable people across all of the service sectors.

New Partnerships

7.8 A number of opportunities have been identified where new partnerships are being forged, such as with APEX, Barnardo’s and Includem to support and extend the current support services available to clients. However, other opportunities are also being explored by GCSS and in particular one project that they are keen to establish is in

‘working with a company that challenges clients and they do so through building boats (Galgael)... and they make them in wood and all sorts of stuff. They have a fairly substantial ship, a boat, and I’m in discussions with them.... they have trained boat builders and we’ve trained boat builders about setting a project up and they’ve this unique boat, it’s a big boat and there’s only one left in Scotland but it’s needing a lot of work. We’re now just talking about ideas I have ...what we would do is for the clients that had enjoyed our experience and thought it gave them a reason to get up and the leave the house and meet people and gave them confidence and skills, is we’d have a post-programme, post-placement project that was entirely voluntary...’

7.9 Such an opportunity would provide an option for those clients who currently state the need for some through-care and work opportunities to be provided. In this instance it would not only allow for the maintenance of an established routine but also for the development of excellent transferable skills.

7.10 While the focus of this particular evaluation has been on the services that are offered mainly to male perpetrators, GCSS has an extensive raft of services that are available to support vulnerable women and they are ***'keen [to] establish something that would help support women...'*** in a similar suite of programmes as those available under Choice Works. However it was also recognised that there was a need for consultation ***'...probably need to ask the women'*** to establish how such a service might look and what it might offer to best serve their interests.

7.11 The aspiration for the company is that the clients ***'do unpaid work that is meaningful to the community but is also meaningful to them*** [clients]***unpaid work they pay off their debt to society but they also get skills...[and where]...we might deal with anger management and victim empathyor signpost them on to other services.'***

7.12 Another new and innovative development that GCSS are currently discussing ***'with the Fiscal Services is about a pre-court diversion...to quicken up the process'*** and to reduce the costs of processing the clients who GCSS are working with. GCSS argue that if individuals are known to them through the current intelligence gathering process then it makes sense that these individuals are diverted to take up an offender management programme similar to OIS or CPO. They argue that ***'It would save the Fiscal time, it would save lots and lots of Court time, it would be swifter so victims would feel a swift visible justice because victims could actually nominate what areas of work they would like to see the unpaid work teams do, social work wouldn't need to process them and the client themselves could get the equivalent that they were going to get anyway...'***. This is quite a controversial project and serves to highlight the creative nature of GCSS services.

Current concerns

7.13 A number of key partners share a concern summed up in the following comment ***'That is one criticism I would have about GCSS: because it's structured as a partnership***

they think everybody knows it's a partnership and I'm not sure that everybody does.' Thus GCSS needs to market itself more effectively to ensure that its partnership success as well as service delivery success is understood by those outwith the company and amongst all of its partners. Ensuring that its partnership structure is evident may encourage other, hitherto not considered, partnerships to be formed.

7.14 Another area of concern was over funding and a hope that GCSS would not follow a commercialised route and be required to generate income from its activities by, for example, selling the concept and its products to other local authorities. The perception was that sharing the concept and allowing others to copy and nuance service delivery to meet local needs was fine but to develop discrete bespoke services that could be sold to other local authorities would, perhaps, undermine its ability to effectively deliver and develop its own excellent services. These concerns are articulated in the following comment from one of GCSS partners -

'the actual spark of genius that has been the success of GCSS around understanding the community in which you operate and understanding the very cultural... ... you know every alcohol, every drug-related issue that affects Glasgow... You might make tonnes of money but the actual benefit to the community where you're actually supposed to operate will not be as great.'

Issues for future development

7.15 There is a desire amongst some of the partners and workers to take some time to re-assert the focus of the company and the direction of service delivery - ***'We need to go back to what it is GCSS are....re-energise the focus....they are magnificent at the offender management, ..., I reckon GCSS's model working with police and partners is'*** a fairly new and innovative way of working, evidenced by the fact that ***'folk from all over the world have been coming to have a look at it....'*** However, the concern was that because of its success and the rate of development there was a risk that it could lose sight of the central and core issues that make it what it is.

7.16 There is a strong desire among many of GCSS partners and certainly amongst their key workers to ***‘...move towards everybody’s dream goal of having, like a single identifier that starts at birth and ends at death, that would be a good help!’*** However, this desire is not shared by everyone and this in part it would appear has to do with the related issue of service funding and some of the old issues of ***‘silo working’***. Consequently it is aspirational rather than imminent but something that they will continue to work toward.

7.17 Another issue that was flagged up by some of the partners was how to effectively and accurately measure success and, perhaps more difficult to do, community impact. It was felt that this would not be picked up in hard statistical data but would require ***‘soft measures ... to make sure that people are actually feeling that there is a difference.’*** The inference here is that there would need to be some evaluation of the local communities in which they work to measure well-being and community concerns in relation to the community issues GCSS are aiming to address. Measuring success amongst their client group was also felt to be weak as it relied mostly on statistical data which was closely linked to offending rates at the expense of personal and social changes that may be being made in their clients’ lifestyles.

CHAPTER 8: CONCLUDING REMARKS AND RECOMMENDATIONS

8. GCSS has in a relatively short time proved that they are providing much needed and successful services which complement existing provision and contribute to addressing the gaps that existing services were unable to address in relation to offender management. Here we identify the key areas of success and good practice and make recommendations that GCSS may consider in the future development of offender management services.

Key Areas of Success

8.1 The consistency in meeting their targets in relation to the numbers of clients engaged in their programmes and the reduction in re-offending amongst their client group.

8.2 The establishment of good partnership working and the development of effective programmes for OIS and CPO.

8.3 The provision of community based programmes as an effective alternative to traditional custodial sentences.

8.4 The successful development of an effective, and what they argue is a value for money, innovative service – Choice Works.

Good practice

8.5 Excellent example of information sharing between agencies.

8.6 Fast and effective justice for communities and effective and nuanced interventions to address individual needs and community issues.

8.7 A holistic approach that supports clients' personal issues, challenges their offending behaviours, and provides education and work experience.

8.8 It is evident that the organisation is continuing to be innovative and further develop services in line with the needs of the client group they serve and perceived gaps in the current criminal justice provision of services.

8.9 Clients' perceptions are that the staff are exceptionally helpful and supportive in dealing with them – something that our respondents report is not always found to be the case in other services they have used.

8.10 The GCSS model of partnership working provides a blueprint for similar service sector development. However caution should be taken against giving the impression that one size fits all. The success of the Choice Works programme lies in its ability to nuance resources specifically to individual and local needs.

Recommendations

8.11 Discussions should continue with GCSS's key partners, some of whom are more closely integrated than others. The evidence here supports closer integration to ensure that GCSS can continue to deliver fast and effective interventions for individuals and the communities they serve.

8.12 The excellent work in establishing work placements should continue and discussions with partners be extended to examine the issues of further training and skill development of GCSS's clients.

8.13 Volunteering and/or training opportunities for clients exiting an offender management programme should be pursued in order to provide some continuity of lifestyle for the clients while they pursue full-time employment.

8.14 Some consideration should be given to ensuring that the clients are clear about the aims of the programmes. It would appear that some clients' expectations for the programmes are in excess of what the programme can deliver.

8.15 Links should continue to be made with 3rd sector bespoke services to provide additional support for those clients with specific issues, such as addictions, that are aligned to their offending patterns of behaviour.

8.16 Closer links with other organisations such as the Prince's Trust should be considered especially in relation to offering opportunities for clients to develop additional skills, such as providing driving lessons. The lack of a driving licence was perceived by many of the clients

as a significant issue for them to overcome in securing full-time employment given the nature of the construction industry.

8.17 A cautious approach towards commercialisation of GCSS is supported by the evidence that there is concern this would distract from the excellent service delivery that GCSS are currently providing.

8.18 Communications strategies within GCSS should be reviewed to ensure that staff feel they are able to contribute towards the development of the services provided by the company and that they are fully apprised of changes in service delivery in order to maintain good relations at the client/public/GCSS interface.

8.19 There is still some scope for discussion with other statutory agencies around the issues of allowances and benefits that clients can access while engaging in an offender management programme. It would appear from our client group that some feel the current level of allowance is too small.

8.20 Discussions with the Fiscal services should continue to examine the possibility of fast tracking those individuals who would be eligible for an offender management programme. However such a policy, if it were to be developed, would effectively remove the voluntary nature of the current programme. Some consideration should be given to this as it may change the dynamic of the programmes. Clients who volunteer to be on such a programme may be more committed to change than clients who are required to do so.

8.21 The additional development and pilot of a through-care service should be evaluated and pursued to fill the identified gap in the current service provision for clients who are exiting a custodial sentence.

En Fin

We found the Choice Works services provided by GCSS to be effective in achieving their aims of reducing re-offending amongst their client group. We also found that the company continues to be innovative in its approach towards criminal justice support services and has clear avenues of potential development which they are actively pursuing.

No Knives – Better Lives

No Knives, Better Lives⁵⁸ in Glasgow is a collaboration between the Scottish Government, Glasgow Community and Safety Services (GCSS), Strathclyde Police and a host of local partners. It was launched on 22nd July 2010 and has been running across the city in hotspot areas in each of Glasgow's five localities - North, East, West, South East and South West. It is a multi-pronged campaign that aims to educate young people about the dangers of carrying a knife and the devastating personal consequences it can have on their future, as well as on their family and friends.

Tackling Antisocial Behaviour

Glasgow Community and Safety Services will use all of the enforcement powers available to stop individuals or groups perpetrating antisocial behaviour or crime in our neighbourhoods and will make every effort to protect individuals, families and communities from, for example: conduct that causes alarm or distress to someone of a different household; regular very loud music, regular noisy parties, threats and harassment, vandalism.⁵⁹

City Centre Initiatives

These initiatives are designed to make Glasgow City Centre a safer, cleaner and better place for residents, visitors and tourists through working with partners involved in both the day and night time economies as well as statutory and voluntary organisations involved in dealing with social issues.⁶⁰

⁵⁸ <http://saferglasgow.com/what-we-do/no-knives-better-lives.aspx>

⁵⁹ <http://saferglasgow.com/what-we-do/tackling-antisocial-behaviour.aspx>

⁶⁰ <http://saferglasgow.com/what-we-do/city-centre-initiatives.aspx>

Prevention Services

Are the first level of engagement to divert those at risk of becoming involved in crime and antisocial behavior and GCSS has a wide range of services and approaches targeted in particular at young adults and children to prevent and direct them away from antisocial behaviour and encourage them into positive, constructive lifestyles.⁶¹

Support Services for Victims

GCSS aim to deliver a robust, responsive and consistent service to victims of crime and antisocial behaviour in all communities across Glasgow. They do this through a variety of teams which focus on: Restorative Justice; ASSIST (a specialist domestic abuse advocacy service); Human Trafficking, Mediation, and Prostitution.⁶²

Offending Intervention Services

The Offender Management Process aims to ensure that every instance of antisocial crime receives a response from either one of our internal services or a partner organisation, thus developing a culture whereby all antisocial criminal activity is addressed, both within the criminal justice system and via civil measures where appropriate, recognizing that there can often be a series of underlying issues that can foster such behavior. This is delivered through Early and Effective Intervention (EEI), ChoiceWorks, Prison ThroughCare, Women in Offending, and Community Payback Orders programmes.⁶³

Community Protection Services

GCSS recognises the links between the way a street or neighbourhood looks and the way people behave and that a neighbourhood that looks vandalised and uncared for can foster antisocial and criminal behaviour. This thinking is reflected in the nature of some of our services such as: Graffiti Removal Service; Neighbourhood

⁶¹ <http://saferglasgow.com/what-we-do/prevention-services.aspx>

⁶² <http://saferglasgow.com/what-we-do/support-services-for-victims.aspx>

⁶³ <http://saferglasgow.com/what-we-do/offending-intervention-services.aspx>

Improvement & Enforcement Service; Neighbourhood Improvement Volunteers (NIVs); CCTV Services; Security Services; Alcohol and Drug Prevention Team; Safer Streets; Best Bar None; City Centre Radio Links.⁶⁴

Enforcement Services

Where individuals refuse to desist from causing harm and distress to others, GCSS will use all of the enforcement powers available to stop individuals or groups perpetrating antisocial behaviour or crime in our neighbourhoods and will make every effort to protect individuals, families and communities and provide Community Enforcement Officers; Noise Service; Community Relations Unit, and a Registered Social Landlord Service to support them in this work.⁶⁵

Locality Teams

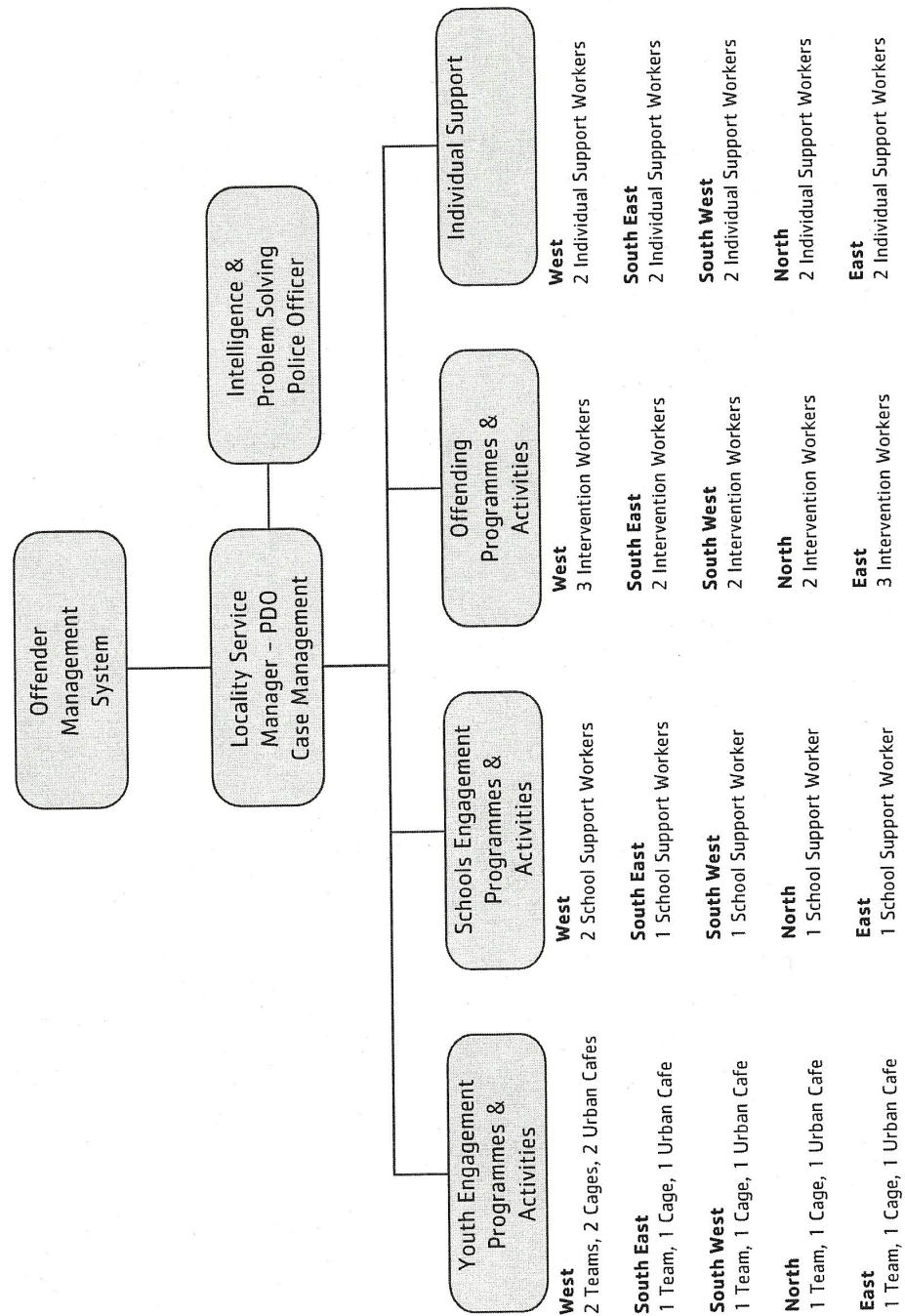
The locality teams work with local organisations, community groups and local people to determine neighbourhood and area based issues and perceptions in relation to antisocial behaviour. Officers attend a range of local and citywide meetings/events to ensure that Glasgow Community and Safety Services input to local areas is appropriate and in line with strategic priorities.⁶⁶

⁶⁴ <http://saferglasgow.com/what-we-do/community-protection-services.aspx>

⁶⁵ <http://saferglasgow.com/what-we-do/enforcement-services.aspx>


⁶⁶ <http://saferglasgow.com/what-we-do/locality-teams.aspx>

Prevention, Diversion and Offending Staffing Structure




Appendix 3

Not Protectively Marked



**GLASGOW
COMMUNITY & SAFETY
SERVICES**

making Glasgow safer together



Role of Locality Management

Presentation by Martin Lundie

making Glasgow safer together

OBJECTIVE

- To outline the role and remit of Locality Teams
- Representation on Strategic and Local Groups
- Stakeholder Engagement
- Service Development

Not Protectively Marked

Role and Remit of Locality Teams

- 3 Operational Areas
 - North East
 - North West
 - South
- One Stop Approach
- Customer Facing
- Development of Partner Relationships
- Internal Co-ordination
- Elected Member Engagement and Involvement

Not Protectively Marked

Representation on Strategic and Local Groups

- Area Co-ordinating Groups
- Public Reassurance
- Local Operational Working Groups
- Divisional Tasking
- Sub Divisional Tasking
- Gangs Task Force
- Community Councils
- Area Committees
- Housing Forums
- Violence Against Women
- Youth Justice
- Clean Glasgow

Not Protectively Marked

Stakeholder Engagement

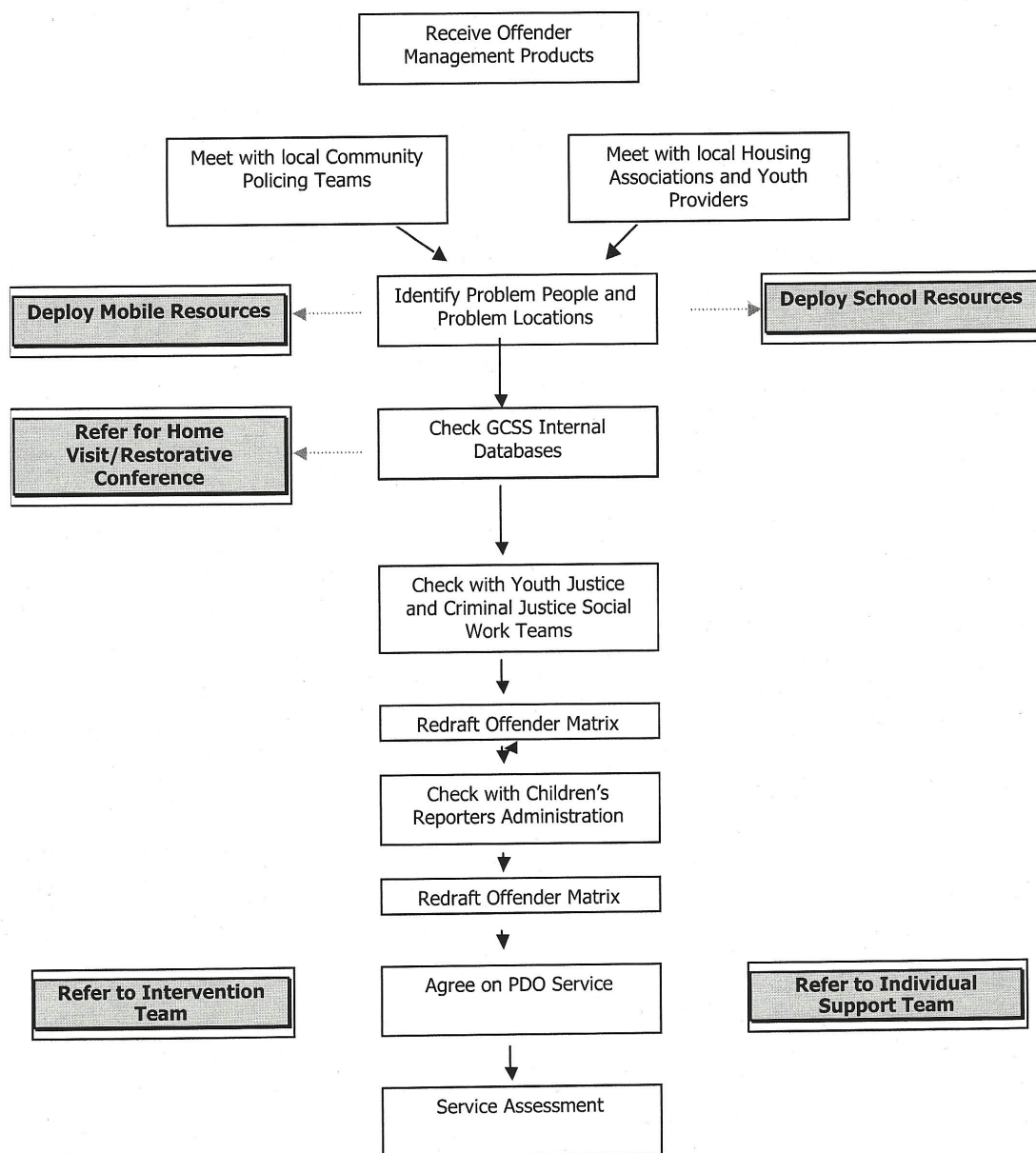
- Elected Members
- Community Councils
- Local Groups
- Partnerships

Not Protectively Marked

Service Development

- Young People
- Clean Glasgow
- Alcohol Initiative

Not Protectively Marked



Apex Scotland: services to GCSS - Community Reparation

Context

- Apex - increased focus on joint working
- Strategic positioning ahead of Community Payback Order (CPO) rollout
- 2010 – Apex partner GCSS to add value to 'Safer Communities' strategy
- Apex servicing Community Reparation clients – employability, disclosure & aftercare services
- 2011 – Partnership continues to achieve results with those furthest from labour market

Summary of Process

- APEX EDAs attend 'muster points' (assembly points [with workshops]) across the city, liaising with Community Service Supervisors/Officers and, in turn, those individuals subject to Community Service Orders (CSO) or Community Payback Orders (CPO) to 'sell' the service, solicit interest and procure referrals.
- Similarly, EDAs attend work sites (where most of the unpaid work is conducted) to speak face-to-face with possible candidates and stimulate interest.
- Referrals may also be, and frequently are, phoned (and even faxed [rare]) in by Community Service Officers.
- Individuals, themselves, may also self-refer, and often do so by telephone.
- Once interest has been noted, EDAs will follow this up by phone, calling candidates to confirm interest and agreeing a first appoint date/time/venue.
- First meetings are used to break the ice and, in most cases, begin assessment (and other APF paperwork).
- Thereafter, further discussion takes place and goals & objectives are identified.
- 'Action planning' brings clarity, structure, time-scales etc to the process.
- Review (frequency, intensity etc) varies.
- External involvement (with partners, other agencies/resources) is common to most cases.
- Where ultimate goals (e.g. employment) are met, aftercare support is offered to promote sustainability.
- All data, including personal details and activity/outcomes, is recorded (in Excel) and reported (to Apex & GCSS) quarterly. Efficacy is demonstrated via quarterly reporting, summary reports, good news stories & client testimonies, by verbal report, occasionally 'Powerpointed', and anecdotally (client-client, client-CS Officers).

Typical Intervention

- Full and part-time employment outcomes
- Volunteering opportunities, work trials/placements
- Upskilling and support into (and during) training & education
- Funding applications
- Tool building - CVs, e-mail accounts etc
- Job searching
- Rehab & disclosure service
- Signposting, referral and inter-agency liaison
- Advocacy
- Aftercare services

Client Testimonies

John:

“Because of my criminal record I thought I might never get into work. Apex encouraged me to think differently and to look forward instead of back. Without their help, I’d still be at home feeling sorry for myself. Instead, I’m now working full time with Direct Prime Solutions and feel a million times better about my life.”

James:

“I came to Apex from Community Services, unsure what to expect. I was surprised by how much they did for me in a short space of time. Within several weeks I had a CV, PASMA ticket, CSCS card, forward tipping dumper ticket, and additional funding to pay for a crash driving course. Within a week of securing my dumper ticket, Apex helped me find work as a dumper operator on a building site.”

Gordon:

“Although I had good qualifications and an apprenticeship behind me, I could not find work and was becoming depressed. Apex got me back on track and believing that there was work out there for me. Shortly after going there they found me a temporary job with G&M Radiators. They have also helped me to find a welding course at Cumbernauld College and are helping me to apply.”

APPENDIX 6

| CASE STUDY 1 | |
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| AB | |
| INTRODUCTION AND HISTORY | AB was identified when workers visited his home address to meet with his brother. AB stated to workers at this visit that he was interested in participating in Choiceworks programme. AB was contacted by workers and invited to be assessed for his suitability for programme. |
| OFFENDING | Disclosure showed that AB has 18 previous convictions and 2 pending charges. These include, assault, breach of the peace, police assault and street drinking. AB appeared on his disclosure to have reduced offending for a period of time however; this had increased over the month of April 2011 where AB had picked up 4 charges within 2 weeks. |
| RESPONSE TO PROGRAMME ACTIVITIES & STRUCTURE | AB participated well throughout the programme; he attended most sessions and showed a good understanding of all the key issues being addressed. He showed a level of maturity which had a positive effect on other programme participants. AB participated well in all activities and attended a residential weekend at Locheil outdoor centre where he showed a level of skill and ability at outdoor activities. AB attended training sessions which he felt did not always address his needs as he had previously completed some of the modules previously. |
| KEY ISSUES THAT WERE WORKED THROUGH | AB had been the victim of a serious assault at the beginning of the year which had resulted in large visible scar on his face. He spoke of how his confidence had been affected by the scar and that he feels people including potential employers may judge him. AB also attributed the cluster of offending in April of this year as being a reaction to him being a victim of assault. Therefore, AB worked at building his self confidence and overcoming the barriers he faced. |
| CHANGING ATTITUDE | As AB moved through the different stages of the programme his increase in self confidence and esteem became evident. AB spoke of how he felt that he had moved forward from being involved in Anti social behaviour and that he now hopes to focus on his future. |
| RESPONDING TO STAFF | AB throughout the programme showed workers respect and was always well mannered. AB carried out any requests made by workers and often volunteered to assist workers. AB also was praised by workers who attended residential weekend for his good manners, hard work and mentoring skills. |
| OVERALL | <p>AB consistently was a pleasure to work with and showed a level of understanding throughout sessions that suggested he would be successful in moving away from anti social behaviour.</p> <p>AB was popular with other programme participants and was a good influence on the younger members of the group. According to AB, his family are delighted that he successfully completed the programme, moved away from anti social behaviour and was now employed.</p> <p>AB also has an increase in self confidence/esteem this has become evident when he has been for interviews for jobs as he previously felt he maybe unemployable due to the scar on his face.</p> |
| PARTICIPANTS OWN EXPRESSION | |
| <p><i>(Observations on what they said, behaviour, how the programme made them feel etc)</i></p> <p><i>(Also include information on impact to family and peer group, gang etc where appropriate)</i></p> | |
| AB states that attending the programme helped increase his confidence and motivated him to gain employment. | |

He also spoke of how attending the residential gave him an opportunity to try a number of different activities and hopefully pursue a future in education.

AB spoke of how his family are delighted that he is now working, earning a wage and can socialise in a positive manner with his friends.

| CASE STUDY 2 | |
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| AM | |
| INTRODUCTION AND HISTORY | AM was referred to GCSS by Strathclyde Police in August 2010 due to his level of offending. At that time, AM was also subject to a 10pm – 7am curfew. AM quickly fitted in and became a well liked and integral member of the group. Several members of the group were known to each other (some were already friends) and it was evident in this group that often they looked up to AM who provided often a calming influence. |
| OFFENDING | <p>At time of referral to the CWI Programme AM was out on bail with a curfew of 10pm – 7pm. Prior to coming in the programme AM was charged with a Breach of the Peace (BOP) and brandishing a brick (April 2010). AM has been on remand on 6 occasions mainly for BOP and assault. He has served 4 sentences:</p> <ol style="list-style-type: none"> 1. Shoplifting aged. Served 6 months 2. Assault to Severe Injury. Served 2 years 3. BOP, Racial BOP, Racial Assault. Served 11 months 4. BOP, Brandishing a brick. Served 5 months. (whilst on CW programme) <p>AM currently has 40 previous convictions and no pending cases. All of AM's 40 previous have been in relation to violence and weapons & BOP.</p> |
| RESPONSE TO PROGRAMME ACTIVITIES & STRUCTURE | Overall AM's attitude to the referral was very good. From the start he was able to view it as an opportunity to make changes and to move on. |
| KEY ISSUES THAT WERE WORKED THROUGH | <p>AM attended all the programme group sessions. He participated well throughout and became a valuable member of the group. Additionally AM became a good role model to others in the way he approached the group work and the offence based work.</p> <p>AM worked hard on his thought processes and his attitude to the offences he had committed he began to make changes in how he viewed the offences he has committed. AM responded well and came to be able to identify areas where he had options on how he reacted but often had chosen the wrong one. He was also able to identify how he would react differently for a more successful outcome should he find himself in the situation again. He has developed an</p> |

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| | <p>awareness of the impact of the behaviour and influence of others on how he conducts himself. He found activities such as the victim letters and victim impact statements to be very thought provoking and useful.</p> <p>Outdoor Activities:</p> <p>AM proved reticent to take part in the activities. He felt he was not an outdoor person.</p> <p>Individual Sessions: AM kept every Individual Session that was scheduled for him. He participated well and fully showing a good insight into his issues and a real want to change and improve. He engaged well with external agencies that he was referred onto. A big issue for AM was stress and anxiety. He was very keen to address these issues and worked hard throughout keeping stress diaries and often doing at home pieces of work.</p> <p>In December of 2010 AM was sentenced to 10 months for breach of the peace and brandishing a brick – an offence he had committed in April 2010. This came as a shock to AM and to staff at GCSS and Social Work alike who believed that the sheriff would not want to jeopardise the work and the good progress that he AM had made by handing down a sentence. On his release in May 2011 he made contact with staff at GCSS and wanted to re-engage where he left off and as such worked well with the employability team engaging with the workers on a weekly basis. AM went onto a placement and progressed well. At the end of the placement he was offered a job.</p> |
| CHANGING ATTITUDE/ OVERALL | <p>AM made progress in all areas. He developed a good understanding of the issues and risk factors surrounding his offending and has become better able to assess the likelihood of poor consequences. He has also developed a better understanding and recognition of empathy.</p> <p>AM also progressed in areas of self development – beginning to tackle many of the issues surrounding stress and anxiety both in individual sessions and with outside agencies. AM gained a placement after release from prison through his hard work with the employability team. He progressed well at his placement, so much so they offered him a job which he accepted.</p> |
| <p>PARTICIPANTS OWN EXPRESSION</p> <p>(Observations on what they said, behaviour, how the programme made them feel etc)</p> <p>(Also include information on impact to family and peer group, gang etc where appropriate)</p> | |
| <p>AM often showed appreciation to staff for their time and for including him in the programme. AM stated that he felt staff cared about him and his progress. AM was rightly pleased by his progress.</p> <p>AM's immediate family were pleased to see the changes in him.</p> <ul style="list-style-type: none"> • AM has grown in confidence in his abilities • AM has made clear changes and understands that he needs to work hard and use his support mechanisms to maintain them. | |

CASE STUDY 3

TB

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| INTRODUCTION AND HISTORY | <p>TB was referred to the PDO service in December for a charge of Culpable and Reckless Conduct in November 2011. He was initially visited by workers in January 2011 who approached him for possible inclusion in a planned programme.</p> <p>TB resides with his mum and his relationship appears positive with his mum and her boyfriend. He has frequent contact with other family members, such as cousins and aunts. He has no contact with his father. He is currently in a relationship, however he rarely talks of this with workers, but she appears to be a positive influence in his life.</p> <p>His earlier attendance at mainstream school was poor and he frequently truanted, resulting in him being expelled at the age of 14. Since leaving school TB has been in and out of care homes, secure units, young offender institutes and prison up to the six weeks prior to the programme commencing. Due to his continued periods of institutionalisation he has never sustained any form of employment.</p> <p>TB expressed some problems associated with alcohol use, and in the past he would drink on a daily basis when he has been out of prison. He believes that his alcohol use would frequently result in him picking up charges. According to him, his family have also commented on changes in his personality when he is under the influence of alcohol, referring to episodes of violence and impulsive behaviour. He states that he does not have any history of drug-taking behaviour.</p> |
| OFFENDING | <p>In addition to the offence committed in November 2011, TB has a prolific offending history and according to him commenced offending from the age of 14. His offences include:</p> <ul style="list-style-type: none"> - Breach x 2 (2010), - Attempted Theft of Motor Vehicle (2010), - Street Drinking (2009), - Possession of an Offensive Weapon (2009), - Offensive Weapons x 4 (between 2007/2008), - Breach x 2 (2006) - Possession of Drugs, Breach and Breach Bail (2005). <p>TB has admitted to committing several offences under the age of 16, to which lead to him being placed in secure care and referred to the Children's Panel.</p> <p>TB received a custodial sentence for his weapons charges; he served 2 ½ years in Polmont Young Offenders Institution. In addition to this he served 6 months in HMP Barlinnie for a culmination of his offences. He was released from this sentence only 5-6 weeks prior to commencing the programme. During this latter sentence, TB was subjected to violent assault from other inmates and sustained stab wounds to his neck and head. He required staples for these injuries and have subsequently left him with permanent scarring. According to TB, the</p> |

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| | <p>attack was in relation to gang related issues from the community.</p> <p>TB attended court in January 2011 for the charge of Culpable and Reckless Conduct, which he committed in November 2010. He was given a deferred sentence by the courts on the proviso that he attends the programme and show progress. This was reviewed whilst he was on the programme in May 2011, and due to the positive development made, his case was reduced and he was subject to a review by probation instead of having to attend court again.</p> |
| RESPONSE TO PROGRAMME ACTIVITIES & STRUCTURE | <p>When he was initially approached for the programme, he appeared keen to engage and motivated to make positive changes in his life to cease offending. TB failed to appear for the first few appointments made for him. Through discussion with him (and his mum) it emerged that his non-attendance at the office was related to a lack of finances to travel into the city as well as expressing some concerns about his safety in travelling out with his scheme. TB also appeared to require some time to adjust to being out of prison and settling into a new routine. Pre programme work very much focused on easing some of these concerns and reinforcing the positive aspects of the programme that could assist him in structuring an affirmative plan for the future.</p> <p>Throughout the programme, TB's attendance was very good. He attended a majority of the sessions for groupwork, training and outdoor adventure. He also had a good level of attendance at the community project where he was assisting in building an orienteering course in an area of Glasgow. TB also completed extra work out with the training sessions to improve his literacy and numeracy skills. Although there were some rare occasions where he failed to show up, he would usually keep in contact with workers and explain his absence. He always made an effort to catch up with any work that he missed. On one occasion he failed to appear and it was through discussion with another group member that it emerged he had been arrested the night before for a Domestic Breach of the Peace and had spent the night in the cells. On release the next day he attended the office and stated that he had got involved in an argument with his mum whilst he was under the influence of alcohol and she had called the Police. He faced no charge for the offence and his relationship with his mum appeared to reconcile.</p> <p>TB displayed high levels of motivation throughout the programme. Although he occasionally had a tendency to remain quite quiet in the groupwork sessions, through individual discussions it was clear that he was taking on board all of the main themes of the groupwork and would continually reiterate his commitment to refraining from offending and prison. It would appear that his continual review at court enhanced his motivation and continued engagement as he was keen to return to court with a positive review from workers.</p> |
| KEY ISSUES THAT WERE WORKED THROUGH | <p>The main issues for TB centred on the fact that he has spent a considerable amount of time in institutions from a young age and had a prolific offending history. He had not achieved any educational qualifications and expressed some difficulties with literacy and numeracy. He also has highlighted some gang related issues in the community and possible boundary restrictions in terms of where he can go safely. This had caused difficulties whilst he had been in prison, and has the possibility of resurfacing whilst he was in the community. In light of this, it was clear that he was going to require some additional support in adjusting to a new routine and sustaining employment and moving away from offending.</p> <p>He had identified the influence of alcohol and the role that this plays in his offending. Although he states that he has reduced this significantly, throughout the programme he had continued to</p> |

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| | <p>drink, sometimes to excess at the weekend. However, he was of the opinion that securing employment and gaining a more structured routine in his life would have a positive influence on him reducing his alcohol intake further.</p> <p>Through some discussions, TB can show some lack of respect towards those in authority. He has a negative opinion of the Police and on some occasions responded to workers' challenging of these with a negative attitude and a level of irritability. However, the latter stages of the programme have seen an increase in his level of maturity and pro-social attitudes.</p> |
| CHANGING ATTITUDE | <p><u>Progress / placement / college / onward referrals</u></p> <p>TB completed the offending behaviour groupwork at the beginning of May 2011. Due to his high levels of motivation and attendance the decision was made to progress him onto a paid placement. Contact was made via the Training department with a company undertaking work in structural engineering in metal fabrication. He attended for interview and successfully secured a placement position. He commenced this 12 week placement on May 2011. An initial placement visit is scheduled in the forthcoming weeks to discuss jointly with his supervisors about how he is progressing.</p> <p>TB has also successfully passed his PASMA training (working at heights). He unfortunately failed his CSCS (safety card for work on construction sites) and has been scheduled to retake this on later on.</p> |
| <p align="center">PARTICIPANTS OWN EXPRESSION</p> <p align="center">(Observations on what they said, behaviour, how the programme made them feel etc)</p> <p align="center">(Also include information on impact to family and peer group, gang etc where appropriate)</p> | |
| <p>TB's feedback about the programme has been extremely positive. Although there were elements of the programme that he found challenging, such as some of the labour involved at the orienteering course and aspects of the groupwork, he has said that he has found all of it beneficial. He talks of having an increased awareness of his offending behaviour and the impact this can have on others. He has always been consistently motivated to move away from offending and appears to have good insight into how difficult this could be. Despite this, he appears to have a high level of enthusiasm to sustain his placement and any subsequent employment and is quite adamant that he does not want to return to institutional life.</p> <p>TB has stated on several occasions that if it was not for engagement in the programme, he would be back in prison. He believes that the programme has given him a structured, constructive routine and has assisted him in finding confidence in refraining from offending and progressing into the placement and hopefully future employment. Since leaving prison in February 2010, it is the longest period of time TB has not been in an institution since the age of 14. He attributes this to being involved in the programme.</p> <p>TB is in the second week of his placement and so far he states that he is enjoying the experience and is coping well with the early start and travelling required getting there. He is getting on well with his employers and appears to be getting on well with his colleagues. As mentioned above, a placement review will be scheduled in the forthcoming weeks to discuss his progress in-depth. TB will continue to receive support from workers throughout his placement</p> | |

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| END / POST PROGRAMME |
| (Any comments and observations on participant, family and peer group) |
| TB has successfully completed his placement and secured full time employment in the time since this case study was completed |

| CASE STUDY 4 CH | |
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| INTRODUCTION AND HISTORY | CH was referred in February 2011 by Criminal Justice Social Work Services as part of a Structured Deferred Sentence (SDS). Assessed as appropriate for programme CH became part of the West CWI Programme. |
| OFFENDING | CH came to us with a low level of offending. His current offence was that of assault with one previous offence – culpable and reckless conduct for which he was given 160 hours of community service. CH has no history of custody. |
| RESPONSE TO PROGRAMME ACTIVITIES & STRUCTURE | <p>CH has responded well to the program. On the whole his attendance has been excellent, often turning up early and eager to engage with the program. He has demonstrated an increasing willingness to get involved with the program as at first he wasn't willing to talk about his own issues and didn't want to deal with any of these issues but over the program he has been more willing to listen and willing to try new techniques.</p> <p>His attitude has been excellent and his motivation has improved and continues to increase. He has managed to look at his issues and has been motivated to change and to improve his lifestyle. He has been motivated to cut down on his smoking and to finding a Job. He has pushed himself to make changes and has been successful with cutting down on his smoking of cannabis.</p> |
| KEY ISSUES THAT WERE WORKED THROUGH | <p>CH's main issues have been his anger management and his use of cannabis. CH was willing to speak about his smoking to an extent but was not happy to deal with his anger issues and always seemed to blame others for his misfortune and never understood that he has a part to play in those situations.</p> <p>He struggled to be able to take responsibility and to realise he has got to accept the effects of his behaviour and want to make a change in change in order for change to happen. He struggled to act on any advice given to him at first but later this changed and he made measurable and</p> |

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| | <p>sustained progress in the areas of cannabis misuse, anger/stress management and consequential thinking.</p> |
| CHANGING ATTITUDE | <p>CH has made very good progress throughout this program. In the beginning CH was reluctant to speak about his issues in detail and to take responsibility for his actions. He is now willing to speak about his issues and has taken on new techniques to help work through the issues. He has decided to reduce his cannabis smoking and has succeeded. He has realised that he needs to cut back slowly and is maintaining a steady progress to giving it up.</p> <p>He has responded well to putting a weekly work plan into practice. The plan was to help him structure his life and he has not only followed the plan but improved it on his own accord. He is now going to the gym, running and taken up reading. His hygiene has improved and is using his skin cream and inhaler when he has been instructed to do so. CH has worked well at structuring his life and has been keen to do more to improve it.</p> <p>CH has also improved on his attitude to take responsibility. He is honest when ever he has suffered a lapse and is able to look at the reasons why and to try to stop that reoccurring. He has improved on being able to deal with criticism and has tried to act on that in a positive way. His communications skills have improved dramatically. He is able to listen to people and respond back to it positively. He is able to explain himself and realise what he may be doing wrong and is very good at discussion based exercises. He is willing to learn and willing to take time to engage with each session. He is honest about what he has done and how he thinks and is becoming more aware what others may say and think.</p> <p>He has been good at keeping a stress diary and is continuing to work on ways to improve on the issue on stress. He is able to look at situations evaluate his responses. CH has been positive in all of his sessions and has been enjoying the time here.</p> <p>CH has been keen on trying to find a job and trying to find something that he enjoys. He has expressed an interest in cooking and has worked closely with the employability team to look into onward training. CH worked hard and achieved a place on the Princes Trust Get Into Cooking course which he is enjoying immensely. He has responded well to the Princes Trust Course and is enjoying it and is passionate to continue in this field. CH is already speaking about what he is going to do after this course is finished. He has expressed a desire to continue working in kitchens and wants to look to how he can achieve this.</p> <p>CH has also improved in his relationship with his family. He has had a better attitude towards his brother and his anger levels have decreased with this. His family have noticed a big change about his attitude and his appearance. He has managed to deal with any family issues calmly and is helping more around the house.</p> <p>Overall CH has made a massive improvement. He is now willing to deal with issues in a positive way, motivates himself to do things such as reduce his drinking and drug use. He has been able to get onto a competitive course and attend and have a positive influence there and has been keen to change his life in a positive way. He has achieved so many goals and has changed in his appearance as his social skills have improved.</p> |

| PARTICIPANTS OWN EXPRESSION | |
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| (Observations on what they said, behaviour, how the programme made them feel etc) | |
| (Also include information on impact to family and peer group, gang etc where appropriate) | |
| <p>In discussion about his progress CH stated that the program has “changed my life” He added that he has been pleased with the whole thing and is so grateful for GCSS helping him get into the course and helped find his passion which is cooking. He has enjoyed coming along to the sessions and working with the staff.</p> | |

| CASE STUDY 5 | |
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| PF | |
| INTRODUCTION AND HISTORY | Originally PF was referred back in October 2010. After several attempts the case was closed as PF did not engage. In May 2011 he was highlighted once again due to issues surrounding his alcohol intake and street drinking which is leading to PF accruing several fines. PF’s alcohol intake is also leading to increased levels of and problems with anger |
| OFFENDING | <p>PF has 7 previous convictions. His convictions relate to Street drinking, urinating in public, assault, possession of an offensive weapon, breach of the peace, domestic assault and possession of drugs. Additionally PF has accrued various fines relating to street drinking.</p> <p>PF has no history of custody.</p> |
| RESPONSE TO PROGRAMME ACTIVITIES & STRUCTURE | <p>PF responded well to the structured nature of the offence based material he was presented with. PF also responded well to the alcohol awareness material that we worked through.</p> <p>Whilst working through the material PF began to show a more mature attitude. He also gained a better perspective on how his actions affect others.</p> <p>PF responded well to the CWI material and framework. He demonstrated a willingness to discuss his issues especially his alcohol and how it related to his offending specifically that of decision making and consequential thinking. PF also demonstrated a willingness to address how his alcohol use affected his immediate family.</p> <p>PF did not engage with the Training & Employability team as soon after engaging with the PDO service he gained full time employment therefore did not require the service.</p> |
| KEY ISSUES THAT WERE WORKED THROUGH | <p>Key issues for PF :</p> <ul style="list-style-type: none"> • Offence based material |

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| | <ul style="list-style-type: none"> • Alcohol Awareness • Onward referral for family work <p>PF is very amenable to the work however is painfully shy at times and this holds him back a little when it comes to being engaged with other agencies – especially if this involves him attending appointments alone or making self referrals. This issue initially hampered him from engaging fully with the Glasgow Council on Alcohol (GCA).</p> |
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| CASE STUDY 6 | |
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| JC | |
| INTRODUCTION AND HISTORY | <p>This case study is intended to show how young people are selected, assessed, progressed and supported on the choice works programme. The standard referral source was adopted and the area of Drumoyne was selected, Drumoyne neighbours many areas of the south side but in particular it was next to Ibrox. The Choice Works Intervention team had just completed a successful programme in the Ibrox area and it was clear from working with the boys that there were historical hostilities and territorial issues. We decided to work in Drumoyne and see if we could have any impact on this using various methods to firstly address the key issues of any gang fighting and offending, secondly to try and set up positive communication, break down barriers, and introduce a restorative process between the rival gangs.</p> <p>JC was identified as part of the peer group and was processed as a self referral along with seven other boys, he was lettered, visited and given the opportunity to come onboard and make a change in his life, he accepted.</p> |
| OFFENDING | <p>JC as stated above was a self referral due to him being part of the group of boys who appeared on the police matrix, he was identified as having 2 pending cases and no convictions, his pending cases were: BOP and possession of an offensive weapon (AXE)</p> |
| RESPONSE TO PROGRAMME ACTIVITIES & STRUCTURE | <p>When JC was visited he was recognised as being part of the children's hearing system and had been referred to Restorative Justice service via the CP, he was about 14 when this occurred, and his involvement was limited as he did not take part in any restorative processes. JC also identified the worker and this relaxed him a bit, he responded well to the visit and agreed to take part on the programme, JC achieved 100% on his attendance and was always on time, his attitude towards changing and getting a job was good but was sometimes shadowed by his views on smoking cannabis. This proved to be JC's stumbling block and this is where he needed the most support and help, this also affected his motivation on the ground.</p> |
| KEY ISSUES THAT WERE WORKED THROUGH | <p>As stated above it was clear that JC's main issue was his attitude to smoking cannabis or as he referred to it as "Weed or Green". This would prove a hard issue to tackle with him as he was very vocal in his views on legalisation, classification and health issues. Throughout group work he would revert back to the legalities of drugs and how it's a big part of his life. This issue was tackled using drugs talks from outside agencies and ongoing inclusion throughout our group work, one of the other boys also commented to him that he did go on a bit about it. As we approached the end of the group work sessions we could see a vast improvement with JC and</p> |

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| | his views on drugs, he stated that he would n longer smoke out in public and would confine it to certain times of the week and day, he stated that he was successfully informed of the dangers and consequences of drugs and agreed to implement what he had learned. |
| OVERALL | JC proved that he was ready to progress and this was evident as he passed his cscs card and various other modules within our training department, it was also commented on by a staff member from training that he had become a joy to work with. JC showed a positive and high potential in progressing and this came to point when he was selected for interview with a Painting and decorators, he was given excellent support and guidance from our training department and was successful in securing a paid placement. JC is now in his 3 rd progressed through this well, maintaining his contact and training date with GCSS and eventually moving into full time employment. |
| <p style="text-align: center;">PARTICIPANTS OWN EXPRESSION</p> <p style="text-align: center;">(Observations on what they said, behaviour, how the programme made them feel etc)</p> <p style="text-align: center;">(Also include information on impact to family and peer group, gang etc where appropriate)</p> | |
| <p>In JC's own words "sound man, worthwhile" He regularly expressed the value he believes the programme holds and continues to contribute voluntarily to future programmes. Over the period we have worked with JC we have see a dramatic improvement both in his attitude, behaviour and work ethic, he is very happy in what he is doing and is grateful for the help and support he has received.</p> | |