The Social Innovation Partnership

An Evaluation of St Giles Trust's SOS Project

December 2013

Contents

Executive Summary

1. Overview

St Giles Trust's SOS Project trains and employs reformed ex-offenders as caseworkers, who provide practical and psychological support to their clients - primarily other ex-offenders, but also those at risk of offending - to help them to avoid offending and reintegrate themselves into society. This is a pioneering model for the delivery of such services and the limited results of this paper indicate this model could have an impact if scaled and supported appropriately. This paper provides an account of a mixed-methods evaluation of the SOS Project, carried out by The Social Innovation Partnership (TSIP) and its associates, whose dual-purpose was to analyse the SOS Project's impact and optimise its implementation.

Box 1: Overview

> Overall the work of St Giles specifically on SOS is promising (alignment to NOMS's current understanding of best practice, positive qualitative feedback and the potential to demonstrate impact by further pursuing impact analysis methodologies) and we believe further investment contingent on St Giles Trust's satisfaction of certain criteria (see **Box 2** below) would help to improve the impact of this service and improve outcomes for individuals involved in or at risk of offending.

The **key findings** of this report are:

- **The caseworkers themselves are the biggest strength of the SOS Project.** Their commitment, willingness to challenge their clients, and ability to address their attitudes and behaviours whilst still providing support are integral to the SOS Project's work. **Clients most frequently mentioned support from SOS workers and the information, advice and guidance as the most valuable parts of the SOS Project**.
- The SOS Project and St Giles Trust in general are clearly (based on case file reviews, interviews, and partner discussions) **receiving referrals from multiple routes, and taking on clients who are difficult or not motivated to reform**. This dynamic and **'hard-to-measure'** variable means the reconviction analysis conducted in this study needs to be considered in this context.
- **The SOS Project is well-aligned with the National Offender Management Service (NOMS) understanding of best practice** – it takes a holistic approach that principally targets four of NOMS' reoffending risk factors – this is an important foundation that St Giles Trust are targeting well. With more structure, all nine outcomes could be strongly targeted.
- **According to client interviews and caseworkers' self-reported outcomes, the SOS Project shows signs of positive impact.** The feedback was overwhelmingly positive and case file analysis indicates good work.
- **A reconviction analysis** showed that the reoffending rates of SOS clients were not significantly different from what would be predicted had no intervention taken place. However, due to unavoidable issues with data, these results may not accurately reflect the SOS Project's impact. Further work is recommended.
- In any case, **data collection needs to be improved** in order to fully and accurately capture the SOS Project's impact. St Giles Trust could capture its data better with dedicated administrative support
- The process of delivering this evaluation has illustrated that projects that emerge organically and subject to a wide range of funder requirements like the SOS Project (evolved over 6 years) i.e. take on a variety/difficult of clients, use multiple referral routes, and use flexible interventions **need to carefully consider the evaluation methodologies and desired outcomes that they select to assess their work**.

2. Introduction

Our criminal justice system is not working. The majority of young offenders released from a custodial sentence return to crime within one year. As well as having an obvious negative social impact, not least on the offenders themselves, this ongoing criminal behaviour carries significant economic costs (including approximately £65,000 per year to hold someone in a young offender institute).[i] This challenge is being exasperated by the continued existence of significant levels of gang activity, particularly in our largest cities. The 2011 riots, whilst not directly connected to these trends, did bring wider attention to these issues, and brought into sharp focus the need to address them with more thought, urgency and determination. This is exactly what the SOS Project aims to do. Junior Smart, conceived it in 2006 in conjunction with St Giles Trust leadership, as an adaptation of St Giles Trust's ex-offender led model. It provides recently released ex-offenders with intensive, sustained, individually tailored and wide-ranging support to help them re-integrate themselves into society. This support is provided by reformed ex-offenders, trained to provide practical and psychological support and advice across a wide range of issues, from housing and education to negative thinking patterns. This peer-led approach pervades the work of St Giles Trust,

having been first developed in HMP Wandsworth in 2002. Since 2006 the SOS Project has expanded (from **one to nearly twelve** tailored but integrated projects) from its initial base in Southwark in London, and continues to launch new SOS Projects across the capital in collaboration with local authorities and other funders. Up to 2012 there were approximately **729 case records** with nearly **383 clients having engaged** meaningfully. Of this figure **156 cases had completed case files**. The activity and outcome headlines from these 156 files are below:

Table 1: Client activities and outcomes headlines

ETE Outcomes	73% of those who undertook ETE activities successfully achieved an outcome	Housing Outcomes	76% of those identified as having housing needs successfully achieved an outcome
Benefit Outcomes	43% of clients were assisted in claiming benefits	Mentoring Activities	23% of clients were recorded as receiving Mentoring and/or IAG support

'They actually get results. No one else does that for you.' SOS client

3. SOS Project Overview

In order to clearly and concisely articulate what the SOS Project does and what it aims to achieve, TSIP worked with St Giles Trust to develop a Theory of Change. It can be found on the following page, and (i) outlines the process by which an offender is referred to the SOS Project, is needs- and risk-assessed, and is given support across the seven SOS 'pathways' (e.g. housing or employment, aligning with NOMS's seven pathways), and (ii) highlights the specific short-term outcomes that this support is expected to lead to, as well as the more general long-term outcomes that they feed into – a reduced likelihood of gang activity, a reduced likelihood of offending or re-offending, and a reduced number of victims of crime. This is a robust and logically coherent Theory of Change and it is critical that St Giles Trust are supported by its funders / partners to deliver as close to this Theory of Change as possible.

Figure 1: The SOS Project Theory of Change
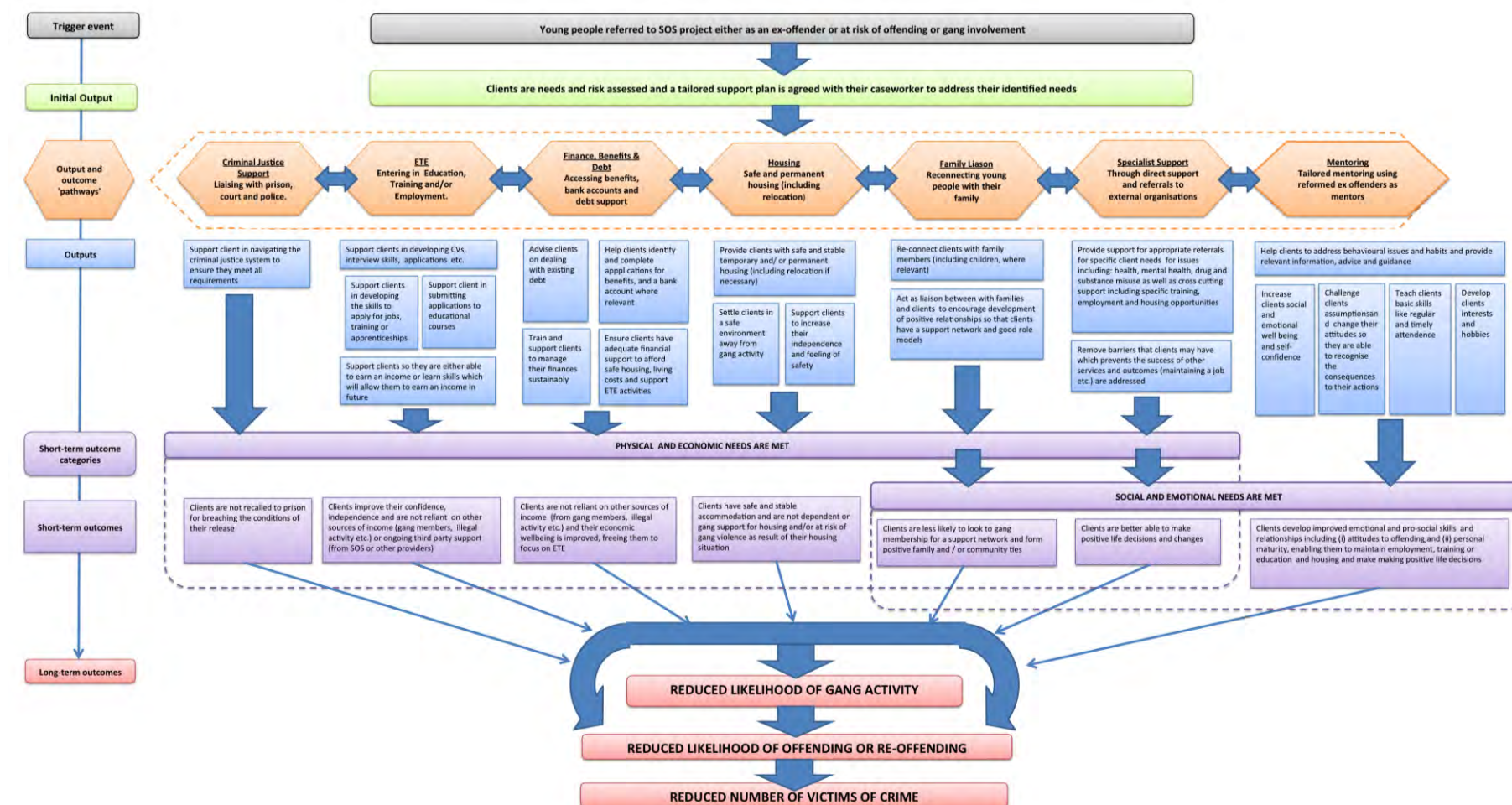
4. Unpacking SOS client engagements

The SOS Project's Theory of Change highlights the breadth of issues that a caseworker is expected to be able to help their client with, and the commitment that this requires. In many ways this also informs the insight that St Giles is working with a set of clients who have 'hard-to-measure' and dynamic motivational issues. To put this into context, the following diagram shows an example of a client's journey through the SOS Project:

Figure 2: An example client journey:
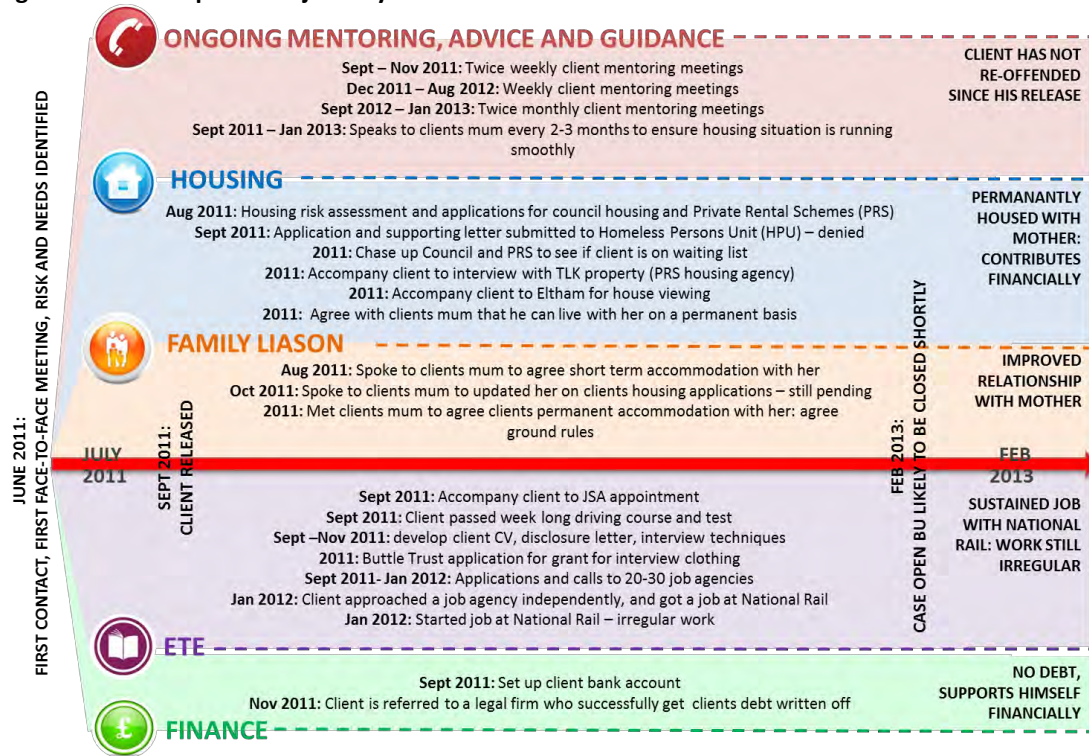
5. Evaluation Process

Having gained a high-level understanding of the SOS Project – what it does and what it hopes to achieve – TSIP carried out a mixed-methods evaluation that aimed to analyse its impact and optimise its implementation. This included a quantitative analysis of reoffending rates, a review of administrative data, a programme assessment (focusing on reporting mechanisms and processes) and a number of interviews with staff, clients and external partners. Some of the key findings from the evaluation will now follow.

6. Findings

a. NOMS alignment and intermediate outcomes

NOMS have identified nine factors whose links to reoffending are supported by strong evidence, and have stressed the importance of addressing them in an integrated and holistic way.[ii] The SOS Project's wide-ranging and individually-tailored approach recognises and reflects this fact, and its seven 'pathways' are well-aligned to the factors overall, indicating the SOS intervention is well placed to achieve these nine factors with additional investment and support. The table on the next page highlights the degree to which each individual factor is addressed; a '*thermometer key*' explains the colour-coding system. The table also highlights any intermediate outcomes that have been achieved in relation to each factor; this information is based on TSIP's interviews with clients and analysis of the caseworkers' self-reported data.

Table 2: Thermometer Key

No alignment	Factor is not considered or addressed by the SOS Project
Alignment	Factor is embedded in the SOS Project Theory of Change (ToC)
Alignment & some implementation	Factor is embedded in the SOS Project ToC and the SOS Project shows evidence of activities to implement this approach
Alignment & strong implementation	Factor is embedded in the SOS Project ToC, the SOS Project shows evidence of activities and outcomes demonstrating successful implementation of this approach

Table 3: NOMS alignment and Intermediate Outcomes

NOMS Reoffending factors	Degree of alignment and implementation / evidence of intermediate outcomes
1. Anti-social thinking and behaviour	All client interviewees stated that the SOS Project had helped them to change their anti-social attitudes, for example: 'I learnt how to deal with people and be responsible' or 'I used to be reckless, but it helped me realise there are more things in life – I can reach new opportunities.'
2. Pro-criminal attitudes	Again, all client interviewees said that the SOS Project had helped them to change their pro-criminal attitudes, for example: 'It made me more confident to do other things which are more constructive.'
3. Social supports for crime (antisocial associates)	The SOS Project challenges clients to consider the influence of their anti-social associates, as well as helping them to relocate away from them and providing positive activities that act as alternatives to spending time with them. 63% of client interviewees said that the SOS had helped them to avoid contact with old associates.
4. Drug misuse	Drug misuse forms part of the specialist referral 'pathway' of the SOS Project. However, little data was found regarding referrals of this nature and no outcome data was found. However, one client did comment that the SOS Project helped him change his perspective on drugs.
5. Alcohol misuse	Alcohol misuse forms part of the specialist referral 'pathway' of the SOS Project. However, no data was found regarding referrals or outcomes in this area and no clients admitted to having needs in this area.
6. Family / marital relationships	Caseworkers act as a key liaison point between the client and their family in order to foster mutual understanding, communication and respect. Successful mediation with family members often provides the client with a stable housing environment.
7. Work	73% of the clients that received education, training and employment (ETE) support achieved at least one of the SOS Project's desired outcomes, for example securing part-time work or an apprenticeship. 43% of all clients achieved at least one benefits-related outcome.
8. Anti-social lifestyle, lack of positive leisure activities	Caseworkers help clients to engage in positive activities, including job clubs and leisure activities based on their interests (typically music or sport), in order to encourage pro-social activity.
9. Homelessness	76% of the clients that were identified as having housing needs were able to find temporary or permanent housing with the help of the SOS Project.

St Giles Trust has managed to show **some or strong** alignment to NOMS's intermediate outcomes. This indicates that with increased support and by meeting the recommendations and conditions of this report St Giles could readily start to demonstrate strong alignment to all of the above outcomes. For example, TSIP found that 80% of client interviewees mentioned the support and advice of the caseworker as a critical strength of the SOS Project, while mentoring activities were only recorded for 23% of clients that engaged with the service. It seems that focusing even more on collecting rigorous data on the good and positive activities that the SOS Project carries out and the outcomes that it aims to achieve will help SOS to demonstrate its impact. Indeed, 50% of staff interviewees mentioned data collection as a weakness of the SOS Project and one they want to improve, which shows both an awareness of the issue and a desire to address it.

b. The caseworkers – the SOS Project's greatest strength

St Giles Trust caseworkers' commitment to their clients knows no boundaries – theirs is a 24/7 role that leaves little time for administrative duties – this means data collection is an issue and needs to be managed separately so as not to distract staff from their core work. Further, it is this commitment that is also the greatest strength of the SOS Project, if not the very foundation on which it is built. Furthermore, the caseworkers show more than just commitment; NOMS' Offender Engagement Programme (OEP) has been building an evidence base as to what constitutes effective engagement with offenders, and has distilled this evidence into seven desirable staff behaviours. **TSIP's analysis found that SOS caseworkers consistently showed six of these seven behaviours,** and showed evidence of some implementation of the seventh. These seven behaviours are:

Table 4: Effective Engagement with Offenders

OEP Staff Behaviours	SOS Staff Alignment
Building genuine relationships that demonstrate care about the person being supervised, their desistance and their future	Strong alignment & strong implementation
Engaging offenders in setting goals for supervision, and showing active listening	Strong alignment & strong implementation
Keep trying to steer offenders in a desisting direction, motivating them and encouraging them to solve problems	Strong alignment & strong implementation
Understanding how people desist from offending, and how to deal with relapses	Strong alignment and some implementation
Addressing practical obstacles to desistance, including knowledge of and access to local services that may help deal with them	Strong alignment & strong implementation
Advocacy, tailored to the offender's needs and capabilities, which may involve work by the supervisor or referral or signposting to others	Strong alignment & strong implementation
The supervisor actively engages in changing attitudes and thinking during supervisory contact.	Strong alignment & strong implementation

'They give 100% support – you can ask them to help with anything.'
SOS client

The importance, quality and effectiveness of the caseworkers are also reflected in the interviews that TSIP carried out with a sample of the SOS Project's current and former clients and partner organisations:

- 87% of client interviewees said that engaging with the SOS Project had changed their attitude to offending.
- 73% said that it was important that their caseworkers were ex-offenders themselves, as they could relate to them and felt inspired that they too could turn their lives around.
- When client interviewees were asked what the worst thing about the SOS Project was, most said "nothing" (and most other responses related to issues out of SOS' control, e.g. long waits for housing)
- 86% of partner organisation interviewees said that their experience of working with the SOS Project was either good or very good.
- 100% agreed or strongly agreed that the SOS Project helps clients to stop or reduce re-offending.
- 100% said that the relationship between SOS Project staff and clients were either good/very good.

Interviews with the caseworkers revealed their enthusiasm and passion for the job, and this was also reflected in the commitment and dedication that was evident throughout TSIP's evaluation of the SOS Project. We

recommend that rather than distract this unique workforce from its core work, St Giles should be supported to invest in SOS as a service and in its administrative capacity to track and monitor the impact of its work.

c. Reconviction Analysis

One of TSIP's associates, Dr Alex Sutherland from Cambridge University, carried out an analysis of the reconviction rates of a sample of the SOS Project's clients from its Southwark and Croydon projects. Their actual one-year reconviction rates were compared against their predicted rates (based on combining Police National Computer (PNC) data with the Offender Group Reconviction Scale (OGRS3). The following table summarises the results:

Table 5: Predicted versus actual reconviction rates for SOS clients, grouped by OGRS3 scores

OGRS3 Score Group	Predicted Rates	Actual Rates	n-size
Low	1-49%	41%	98
Medium	50-74%	66%	35
High	75-84%	80%	10
Very high	85-99%	n/a	0
	n/a	50%	143

Whilst this analysis found that the reconviction rates of a sample of SOS clients did not differ significantly from what would be predicted had no intervention taken place, the fact that relevant data was only available for 60% of the client names submitted (and those submitted only represented c50% of all clients that St Giles worked with between 2006 and 2012) means that the sample size was smaller than ideal and we do not know whether those with data differ from those without data. Reconviction analysis is a particular challenge given that the predicted reconviction rates supplied by the Ministry of Justice are based on 'static' risk factors (e.g. age, gender, criminal history), not dynamic risk factors (e.g. lifestyle, motivation to change, living arrangements etc). It is possible that the SOS clients were a-typical in terms of their dynamic risk factors (the Programme and Qualitative elements of this evaluation found St Giles work primarily with dynamic clients that other services do not want to work with). The reduced sample size and lack of comparison group mean that these results may not accurately reflect the impact of the SOS Project. In the future, it seems worthwhile pursuing a fuller reconviction study with an appropriately matched comparison group. In addition, there may also be some merit in investigating whether the SOS project has had effects at the wider social level (e.g. have neighbourhoods with SOS participants in seen reductions in gang-related crime and/or crime more generally?).

7. Recommendations

Following on from the evaluation and its findings, TSIP made a number of recommendations to St Giles Trust, some of which were reported at an interim stage and have already been implemented. These are summarised below:

- Implement across all SOS Projects the **standardised 'in the community' and 'in custody' engagement processes** that currently only exist at certain SOS Project sites.
- Hire **dedicated administrative support** to allow the caseworkers to focus on working with clients.
- **Simplify and standardise caseworker intervention and data collection forms**, ensuring that outputs and outcomes relating to each pathway are being collected accurately, consistently and objectively.
- **Review the seven SOS Project pathways**, particularly in terms of re-prioritising drug misuse (available OASys data suggests that 90% of SOS clients use drugs) and potentially supplementing referral routes to counselling (available OASys data also suggests that 54% of clients show indications of physical, sexual or emotional abuse).
- **Standardise training** of SOS staff - minimum levels required, inductions and assessment processes.
- **Record client risk scores on an ongoing basis** to highlight 'distance travelled'.
- Continue to **develop and use the Theory of Change** to guide and streamline the SOS Project and continue to use quantitative methods such as PSM or randomisation –once the Project has addressed the recommendations of this report as set out in this section and the investment conditions below.

Implementing these changes is important in the context of the Ministry of Justice's 'Transforming Rehabilitation' agenda and the payment-by-results contracts that will accompany it – St Giles Trust must be

able to show rigorous evidence of its impact. However, it is worth emphasising that TSIP sees the hiring of additional administrative support as vital, to ensure that the required increase in focus on administration and evidence does not reduce the caseworkers' ability to focus on their clients.

8. Conclusion

The evaluation suggests that the SOS Project is a promising project - it is well-conceived and well-designed, showing strong alignment with NOMS' best practice and receiving positive feedback from both its clients and its partner organisations. Its biggest strength is its staff, who have shown themselves to be committed, passionate, able, and in a unique position to provide effective support to the SOS Project's ex-offender clients, support which clients themselves highlight as the SOS Project's most valuable contribution to their rehabilitation. It has also collected some data that suggests that the SOS Project is having a positive impact on its clients. However, data collection must improve if the SOS Project is to provide robust evidence of its impact, particularly if it is to be prepared for payment-by-results contracts. This will happen if St Giles Trust follows TSIP's recommendations, which they have already begun to do; indeed, St Giles Trust deserve to be commended for their involvement in this evaluation, in particular for their open-mindedness and determination to improve the evidence of their SOS Project. However, it should be noted that this evaluation carries a number of limitations or caveats. Firstly, many of its findings are based on incomplete data – either internal data gathered by SOS caseworkers or external data (e.g. from NOMS and the MPS). Secondly, certain parts of the analysis (e.g. the reconviction analysis) relate only to the Southwark and Croydon SOS Projects, and given that some core processes are often implemented differently across SOS Projects, findings from these parts of the analysis cannot necessarily be transferred to the SOS Project as a whole. Thirdly, the evaluation does not cover the SOS+ Project, which is a distinct early stage intervention that follows a different process from the core SOS Project.

Box 2: Is the SOS Project worthy of investment?

Mentoring has been identified by NOMS as a promising approach to reducing reoffending, and there is some evidence of its success in the wider literature. However, there is also evidence of a number of mentoring programmes that do not successfully reduce reoffending. This inconsistency highlights the importance of the *detail* of each individual programme – how it is designed, and how it is implemented in practice. This evaluation has shown that the SOS Project has a number of positive elements in this respect, and for that reason **TSIP believes that the SOS Project is ready for increased investment** so that it can improve its implementation and the quality of its scaling.

However, **this recommendation is contingent on a number of important conditions**:
- St Giles Trust should improve the SOS Project's administration; in particular, it should ensure that substantive data is collected relevant to all of its intended outcomes.
- St Giles Trust should hire additional staff to support this improved administration.
- St Giles Trust should continue to adhere to its Theory of Change, particularly when planning any changes to the SOS Project.
- St Giles Trust should ensure that recruitment processes and related caseworker quality are maintained when scaling up.
- St Giles Trust should ensure that any alteration to the SOS Project model, as well as the continued rollout of SOS+, align with known best practice.
- St Giles Trust should ensure that all staff consistently receive appropriate training.
- St Giles Trust should ensure that its staff are kept fully aware of best practice in client safeguarding.

SECTIONS SUMMARY

The tables below offer an overview of sections 1-4 and 6 of this report. Sections 5 (Findings) and 7 (Recommendations), are summarised above.

Section 1: Youth offending and serious group violence

Section	Headlines
1.1 Origins of the SOS Project	The SOS Project was launched by St Giles Trust in 2006 in response to the first-hand experience of Junior Smart, who witnessed the lack of support offered to young ex-offenders on their release from custody and the impact of this on reoffending rates.
1.2 An overview of youth offending	Young people form a sizeable proportion of the high-risk population, and in particular have the highest reoffending rates of any age group. Despite this, the number of young people in custody has been declining, perhaps due in part to the growing focus on non-custodial solutions and early intervention schemes.
1.3 Understanding SOS's clients	SOS clients are typically aged between 11 and 25 years old. Over 90% are male. Although ethnic backgrounds are not consistently tracked, approximately 60% of those identified are black African or Caribbean, and 27% are white British. The critical factors affecting SOS clients' offending behaviour are 'lifestyle and associates', 'thinking and behaviour', 'financial management and income' and 'attitudes' (based on the clients with available OASys scores).
1.4 The SOS Project and other London-based projects	The SOS Project targets both existing gang members and people at risk of involvement in serious youth violence. An increased focus on gangs following the 2011 riots, as well as the corresponding changes in government policy, have led to increased information sharing around gang membership between statutory and non-statutory organisations.

Section 2: SOS Project overview

Section	Headlines
2.1 Timeline of the SOS Project's major developments	Since the SOS Project's launch in Southwark in 2006, it has expanded to 11 boroughs and has undergone a number of changes in the terms of referral and the method of delivery. These differences are mainly dictated by the agencies providing the funding.
2.2 SOS process map	The majority of SOS projects follow a similar process: referral and engagement, followed by regular reviews of both client needs and progress to date.
2.3 SOS Theory of Change	SOS's Theory of Change defines the actions (outputs) undertaken to achieve the SOS Project's goals (outcomes). This takes the form of NOMS's 'seven pathways' of activity, each of which may or may not be undertaken with each particular client (dependent on their needs).

Section 3: Unpacking client engagements

Section	Headlines
3.1 SOS staff and their approach to engagements	Engagements with clients are characterised by staff commitment, a willingness to challenge clients' assumptions and a refusal to treat clients as "offenders".
3.2 Client engagement challenges	Client engagements are typically flexible and do not follow a standard length or intensity. As such they can be resource-intensive.
3.3 Client case study	Client engagements start with a needs assessment, and are then tailored to the specific needs of the client across the seven pathways. Each engagement is flexible in terms of length, and cases are only closed on agreement with the client.

Section 4: Evaluation process

| Section	Headlines
4.1 Our approach to evaluation	TSIP utilised a mixed method evaluation, including: (i) a client reconviction analysis, (ii) a gang affiliation assessment, (iii) an administrative data review, (iv) a programme

Section	Headlines
	assessment, (v) analysis and reporting and (vi) interviews and benchmarking. The evaluation culminated in a set of recommendations and next steps.
4.2 Client samples	Analysis requiring external data was only conducted for clients of the SOS Southwark and Croydon projects, since these had the most data to draw on. All other aspects of the evaluation take into account clients across all SOS Projects.
4.3 Strengths of evaluation framework	TSIP's mixed method approach allows us to present a thorough picture of the SOS Project, assessing the SOS Project's internal processes but also acknowledging the context and environment in which the project works. This ensures that data-driven results are understood firmly in context.
4.4 Limitations of evaluation framework	There are a number of intrinsic limitations to the evaluation framework, including: (i) internally collected data is incomplete, (ii) actual reoffending rates were compared to predicted reoffending rates rather than a control group, (iii) detailed evaluations were only conducted on the two largest SOS projects: Southwark and Croydon.

Section 6: Implemented changes

Section	Implementation to date
6.1 Process standardisation	Certain key processes developed and utilised in individual projects have been identified for standardisation across all SOS projects: these include the '3 week rule' for in-the-community engagement and the '3 month rule' for in-custody engagement (see also section 2.2).
6.2 Data entry and reporting refinement	Data collection resources have been simplified and consolidated in order to avoid repetition but to ensure a consistent set of data is recorded for each client. Typically, this should cover needs identified, activities undertaken and outcomes achieved.
6.3 Skills and capacity	Although certain procedures are already in place, staff skills and training varied across SOS projects. A staff skills audit was conducted in order to inform the standardisation of staff training across projects.
6.4 Theory of Change dissemination and Project Oracle validation	The SOS Project's Theory of Change was used as part of the application for Level 1 of Project Oracle's self-evaluation process. As a result the SOS Project has been validated at Level 1 of the Project Oracle standards of evidence.

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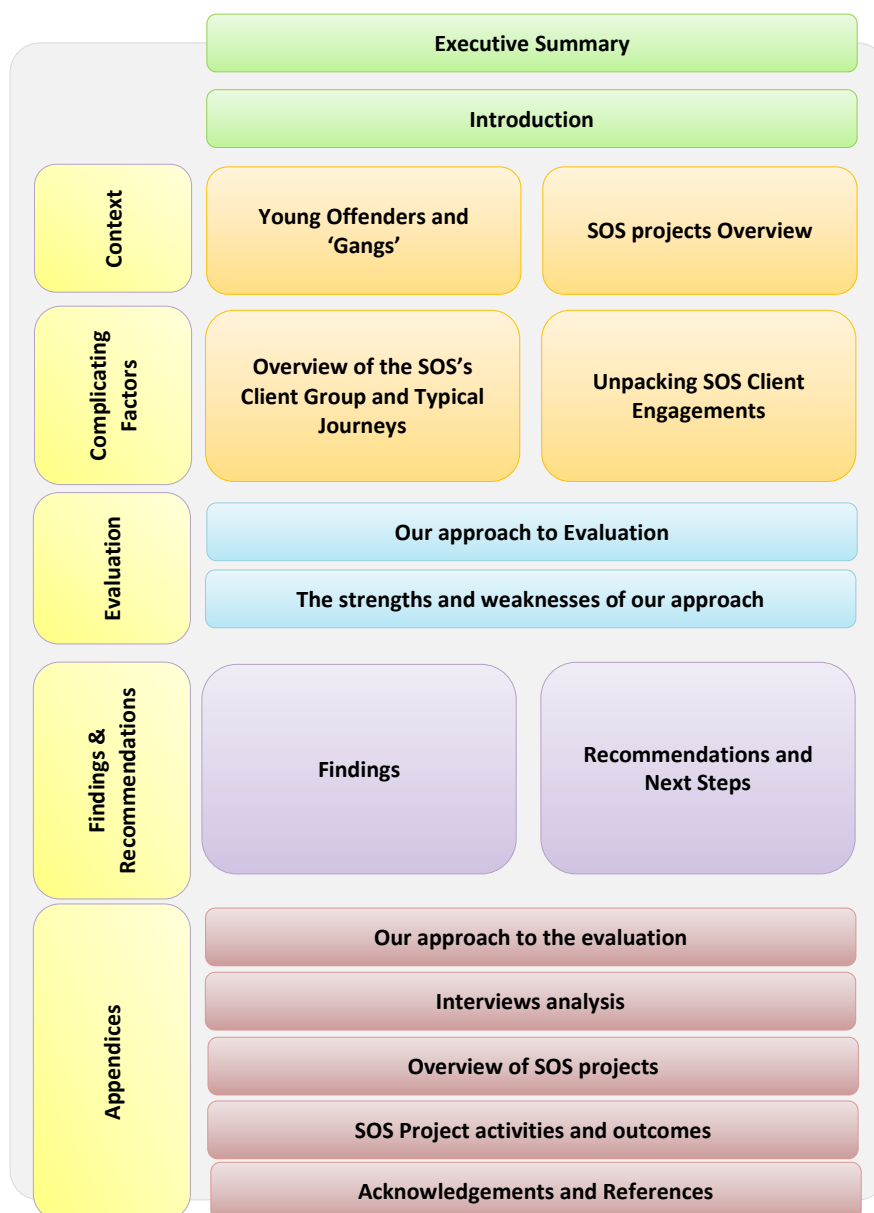
The diagram above is a representation of this report. The evaluation is broken down into a number of sections, which are explained in more detail below:

- **Executive Summary and Introduction**: The **green** sections provide a high level overview of this report's findings and an introduction to the evaluation.
- **Project Context and Complicating Factors**: The **orange** sections provide some background on young offending, the broader context in which the SOS Project operates and the inherent challenges of serving the needs of the SOS Project's target client group.
- **TSIP's Evaluation, Findings and Recommendations**: The **blue** sections contain an outline of TSIP's evaluation methodology, whilst the **purple** sections contain a summary of TSIP's findings and recommendations for future service improvements.
- **Appendices**: The **red** sections contain further details of the method and processes involved for each aspect of our evaluation, a more detailed analysis of our interviews with staff, clients and partners, and a brief list of references.

Section 1 - Youth offending and serious group violence

This section explores the origins of the SOS Project and the profile of its client group. Firstly we detail the background to the SOS Project - how it arose and the key factors that led to its setup (section 1.1). Secondly we outline the national picture of youth offending, and how this has evolved over recent years (section 1.2). Thirdly we detail available information on the SOS Project's clients, summarising their demographic information and offending histories (section 1.3). Finally we conclude this section by examining the SOS Project's designation as a gangs project (section 1.4).

1.1 Origins of the SOS Project

In 2001 Junior Smart was given a 12-year custodial sentence, five years of which he spent in custody. Witnessing numerous fellow inmates being released from prison with very limited resettlement support, only to reoffend and thus return soon after, Junior was determined to find a way to break this cycle. After a period of volunteering with St Giles Trust, Junior, in conjunction with St Giles Trust, formulated the idea for a service that would adapt St Giles Trust's ex-offender led model to a new context, and provide comprehensive, tailored support to newly released offenders. In 2006, St Giles Trust and Safer Southwark Partnership launched the SOS Project in Southwark, with the core belief that ex-offenders, properly trained, could assist and mentor other young ex-offenders and have a major impact on reducing gang membership and re-offending.

The SOS service initially focused on young men coming to the end of sentences in HMP YOI Rochester, giving them support pre-release and then helping them settle back into the community. Since then, the SOS Project has become a core part of St Giles Trust's service delivery. The expansion of the SOS Project has in part been driven by a growing anxiety amongst statutory agencies about the effects of gangs and serious youth violence, coupled with a recognition that they continue to struggle to effectively engage with young people.[iii]

1.2 An overview of youth offending

1.2.1   National overview

The SOS Project's client group spans a number of different age groups, including children (10-17 year olds), young adults (typically 18-20, but also 18-24 where highlighted) and small numbers of adults (25+).

At the end of August 2012 there were 1,643 under 18's in custody.[iv] At the end of September 2012 there were 7,219 young adults (18-20) in prison. Children and young adults make up a significant proportion of the high-risk prison population. 18-24 year-olds make up a tenth of the UK population as a whole, but they account for a third of those sent to prison each year, a third of the probation caseload and an estimated third of the total social and economic cost of crime.[v] Reoffending rates amongst children and young adults have consistently been high. Chart 1.2.1 shows that the rate is highest for 15-17 year-olds (37%), and gets lower with each consecutive age group[vi]. The rate is even higher for those juveniles (10-17 year-olds) that have custodial sentences, at 70-76% (depending on the type of custody that they have experienced[vii]).

Chart 1.2.1: Reoffending rates by age group[iv]
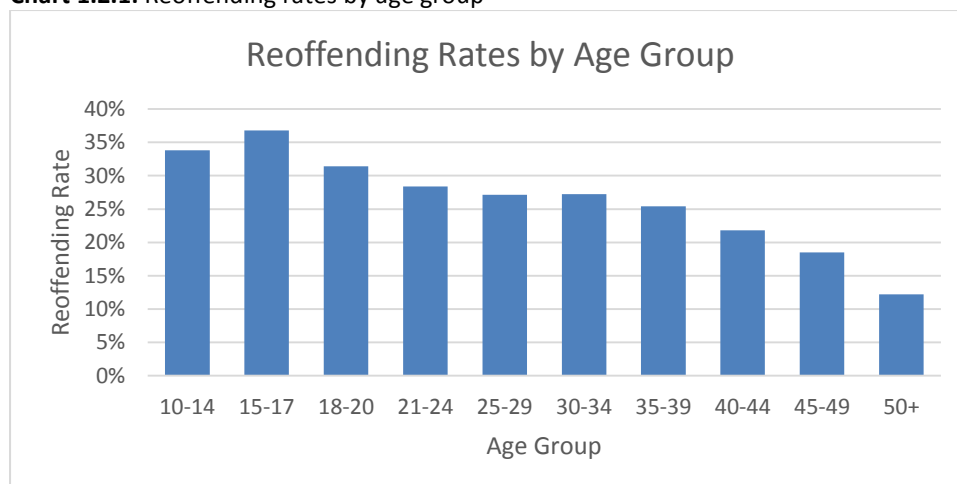
Reoffending has been regularly linked to a lack of support services available on release. In 2007, HM Chief Inspector of Prisons found that fewer than half of young adults surveyed said that they knew where to get help to find accommodation, drug treatment or continuing education when they left prison. The HM Inspectorate's 2012 Annual Report highlighted resettlement as a major problem, finding that one month post-release from their YOI, "some [young people] were already homeless, others were in very unsuitable accommodation and half had dropped out of their education or work placement. Others were back in custody or on the run."[viii]

Custody is a major financial cost to society. Direct financial costs amount to £212,000 per child per year in a secure children's home (£60,000 per year for a Young Offender Institution) and £37,648 per adult in secure custody a year.[ix]

1.2.2   Youth offending trends

As shown in Charts 1.2.2.1-1.2.2.3, there has been a broad trend of decline in the numbers of children and young adults in custody, reflecting a recognition that custody is rarely the best approach to reducing youth offending. As of February 2013, there was a 30% decrease in under 18s in custody than two years previously, from 1,873 to 1,320,[x] and a 20% decrease in young adults aged 18-20 in prison than two years previously, from 8,159 to 6,563.[xi]   This trend may also be due, in part, to the significant efforts that have been employed in tackling youth offending, which have recognised that serious adult offending often begins at youth.[xii]   In spite of the deployment of various non-custodial approaches, there remains a high rate of breach by young offenders; nearly 20% of offenders are in custody for this reason.

Chart 1.2.2.1: Youth custody trends[xiii]
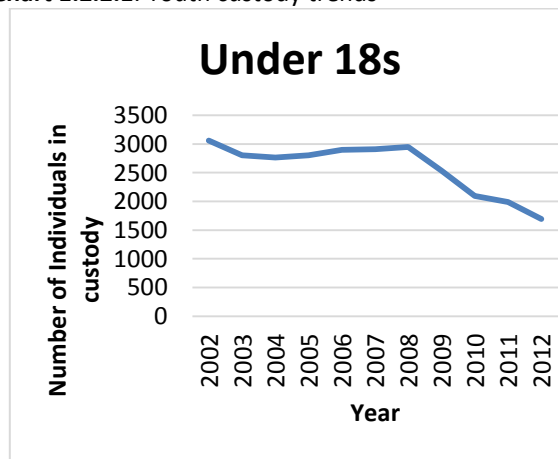
Chart 1.2.2.2: Youth custody trends[xiv]
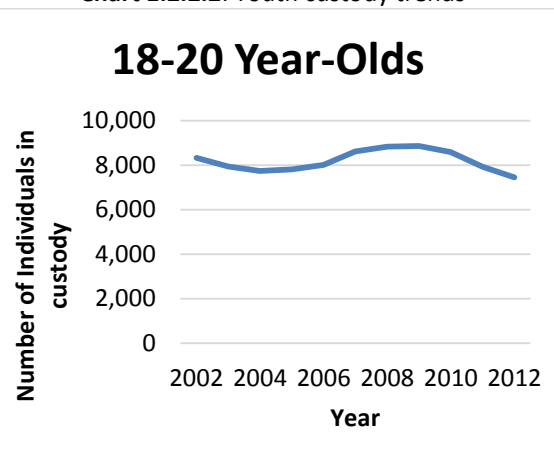
Chart 1.2.2.3: Adult custody trends[xv]
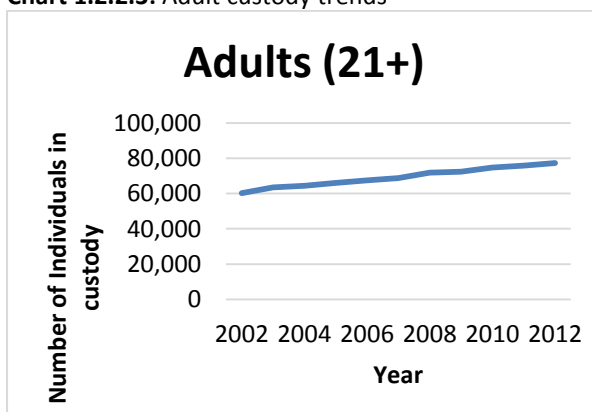
1.2.6   Reoffending risk factors

Age is seen as a key risk factor in predicting future offending, but there is a relatively weak evidence base for what reduces reoffending amongst young adults.[xvi] However, NOMS have identified a range of promising approaches, and expect similar approaches to those used for children and adults to be applicable to young adults. Of those factors identified as key, interventions which target "criminal attitudes, problem solving and

aggression" are seen to be crucial."[xvii] NOMS also highlight that "it is important that interventions focus on teaching new skills", rather than taking "scared straight approaches, which are not effective at reducing reoffending".[xviii] We explore in detail how the SOS Project targets the different key risk factors that influence offending in section 5.1.2.

1.3   Understanding SOS's clients
1.3.1   Selection of clients by the SOS Project
The selection process varies between different SOS projects. SOS projects in Croydon, Kensington and Chelsea, Southwark, Greenwich and Ealing typically take referrals via multi-agency panels, which are then signed off by statutory agencies. However, in Westminster referrals are typically taken through YOTs. In addition, some projects accept self-referrals, recommendations from previous clients or referrals through personal contacts. The variation in practice is principally due to the multiple funding sources that support SOS, typically statutory funders are more proscriptive and Trusts, Corporates and donors more flexible.

1.3.2   Client Demographics
Although client demographic data was not recorded consistently for all clients, the available data does provide an indication of the client group with whom SOS predominantly works. Of those clients who engaged with an SOS Project, 96% were male and only 4% were female (of the 338 clients for whom gender was recorded). The average age was 19 at the start of their engagement with the Project (across 256 clients). 40% of clients whose ethnicities were recorded were 'Black British – African', followed by 27% 'White British' and 19% 'Black British – Caribbean' (across 197 clients). See chart 1.3.2 for further details.

Chart 1.3.2 Client Ethnicity
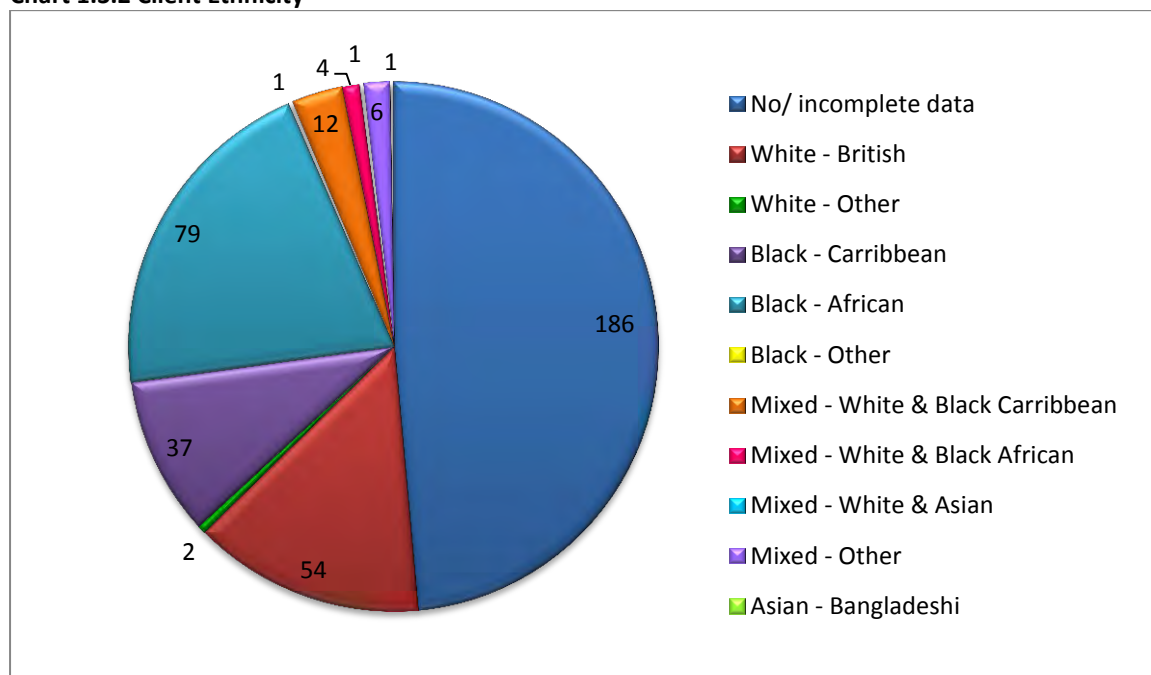
1.3.3   Risk/need profile of SOS clients
TSIP collected available data on the risk/need profile of clients of SOS Croydon and SOS Southwark, initially aiming to use Asset data for clients aged under 18 and OASys data for clients aged 18 and over. However, the Asset data obtained from Croydon and Southwark youth offending teams had a very low number of matches, and so this section relies exclusively on OASys data.

Whilst OASys data was obtained for 301 SOS clients, only 143 (47.5%) had a valid full (19 page, 115 question) assessment (which could be due to internal reasons or data recording practices of external agencies).[xix] These 143 assessments form the basis for this section of the report. Client risks, issues and 'problematic' areas were assessed across ten categories (two categories were not available in the received data):

- **Accommodation:** The suitability (45.5%), permanence (45.5%) and location (49.7%) of accommodation were all rated as problematic aspects for clients.
- **ETE:** Work skills were found to be problematic for 76.9%, while reasons for leaving work or gaps between periods of work was problematic for 79%.
- **Income and Financial Management:** Budgeting skills (56.3%), reliance on state benefits (36.9%) and reliance on other people (51.4%) were all problematic areas for clients, while possibility of illegal earnings (61%) was also an area of concern.
- **Relationships:** 55.9% of clients were identified as having family relationships that were problematic. Additionally, 31.3% had family members with a criminal record and 54.4% showed indications of suffering physical, sexual or emotional abuse.
- **Lifestyle and Associates:** 87.4% were identified as at risk of being easily influenced by criminal associates, while 76.2% were assessed as being involved in activities that encourage criminal behaviour.
- **Drug Misuse:** 90.2% of clients reported some kind of drug use for categories G-N, though only 9.8% did so for categories A-F. 36.4% of clients were classified as 'occupied by drug use and the obtaining of drugs' in a problematic way. Whilst these figures are indicative of principally recreational drug use, the number of drug related offences recorded amongst SOS clients (see section 5.2.1) does reflect that drugs have an important relationship to SOS client's offending behaviour (even if some of these charges are ultimately deemed less problematic by St Giles Trust than violent or acquisitive crime).
- **Alcohol misuse:** Alcohol use was assessed as problematic for only 11.9% of clients, with binge drinking and excessive use problematic for 14.7%.
- **Emotional wellbeing:** 37.1% of clients showed emotional instability or stress, 16.8% showed psychological problems or depression and 14% reported self-harming behaviour or suicidal thoughts. Additionally, 29.4% were assessed as having problematic attitudes towards themselves.
- **Thinking and Behaviour:** Problematic temper control was recorded for 50.9% of clients, aggressive and controlling behaviour for 64.3%, impulsivity for 76.9%, inability to set realistic goals for 69.9% and difficulty identifying problems in their own lives for 80.4%.
- **Attitudes:** Pro-criminal attitudes were rated as problematic for 54.5% of clients, while attitudes towards the community were problematic for 50.3%. However, 68% were found to accept and co-operate with authorities.

Table 1.3.3 below summarises the results of these assessments:

Table 1.3.3: OASys section scores: link to risk of harm and offending behaviour (max n=143)

Variable	Risk of harm (%)	Offending behaviour (%)
Lifestyle and associates	59	94
Thinking and behaviour	57	97
Attitudes	34	65
Financial management and income	32	69
Accommodation	22	40
Relationships	20	38
Emotional well-being	19	23
Drug misuse	14	45
Education, training and employability	13	53
Alcohol misuse	8	15

Note: All numbers are percentages

This table shows the extent to which the different sections of OASys were assessed by the probation service as being related to 'risk of harm to others (or oneself)' and 'offending behaviour'. We can see that the areas which were most commonly associated with 'risk of harm' were 'Lifestyle and associates' (59%), 'Thinking and behaviour' (57%), 'Attitudes' (34%) and 'Financial management and income' (32%). Practitioners rated the same sections to be highly related to the offending behaviour: 'Thinking and behaviour' (97%), 'Lifestyle and associates' (94%), 'Financial management and income' (69%) and 'Attitudes' (65%). Moreover, it is noteworthy that the section 'Education, training and employability' was also assessed to be related to offending behaviour in over half of cases (53%).

These results are largely as expected, given that risk of harm and offending behaviour are closely correlated for people involved in serious youth violence (i.e. it typically means an increased risk of being violent towards others but also being victimised by others, as well as an increase in offending behaviour in general). Furthermore, the specific areas found here to be associated with risk of harm and offending behaviour are those that are also mentioned in gang literature as particular risk factors for gang membership.[xx]

Additional detail of the types of challenges facing SOS clients is contained in Section 3, which explores what goes into an SOS Project client engagement.

1.3.4 Types of offences

The types of offences committed by young persons engaging in the SOS Project and in the SOS projects in Croydon and Southwark are discussed in section 5.2.1.1.

1.4 The SOS Project as a "gangs" project

The 2011 riots, whilst not directly related to gang activity, brought intense focus on the impact and reach of gangs, particularly in London. Whilst this evaluation does not examine in detail what constitutes gangs or gang membership, it is worth highlighting that the SOS Project targets existing gang members and people at risk of joining gangs, as well as people at risk from gangs themselves. For the purposes of this evaluation we focus on the SOS Project as tackling serious youth violence more generally, rather than gangs. This focus is designed to cover a wide range of different academic definitions of gangs, as well as operational definitions used by the police/other statutory agencies.

Section 2 - SOS projects overview

Introduction
The SOS Project has expanded extensively since its beginnings in 2006. There have been a number of changes, in terms of the referral and delivery method of different SOS projects, their location and geographic scope and their services. Changes to the SOS offer have occurred within specific SOS projects (e.g. the SOS Southwark delivery model changed significantly in 2012) as well as between different projects (e.g. SOS+ is a separate model not evaluated in this report, which focuses on early intervention, principally amongst pre-teens).

This section gives an overview of the SOS Project. Firstly we outline the evolution of the SOS Project over time, highlighting the key changes that have taken place over its lifetime (section 2.1). Secondly we highlight the core processes which are present across either all or the large majority of SOS projects (section 2.2). Finally we conclude by examining the overall Theory of Change of the SOS Project (section 2.3).

2.1 Timeline of the SOS Project's major developments
Diagram 2.1 presents a timeline of the SOS Project, highlighting key changes in terms of the referral and delivery method of SOS projects over time:

Diagram 2.1 Timeline of major SOS Project developments
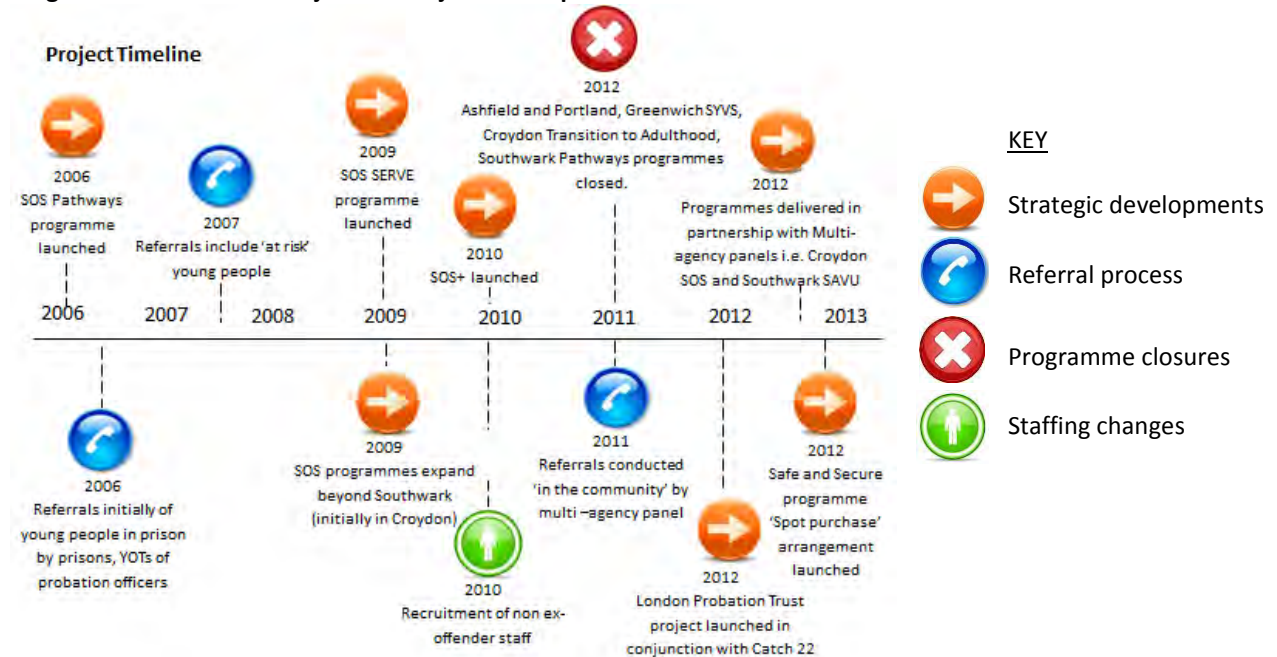
A number of the detailed changes have had a potentially critical impact in terms of the effectiveness of the SOS Project. Whist it is not possible to control for these factors, TSIP has taken these changes into account as part of its broader programme assessment.

Due to the changing and varied nature of the SOS Project, it should again be highlighted that the results of the reconviction analysis carried out on SOS Croydon and SOS Southwark do not directly relate to other SOS projects. Further, the reconviction analysis results span the time period where delivery models in SOS Croydon and SOS Southwark were changed to a multi-agency panel approach (where St Giles would form part of a panel made up of a range of statutory and non-statutory partners tasked with coordinating work with young offenders or people at risk of offending), which has led to changes in the referral process and the intervention.

For an outline of the complete range of (past and present) projects delivered under the SOS banner, please see Appendix 3.

2.2 SOS process map

2.2.1 Core SOS Project process map

Whilst there are a number of important distinctions between different SOS projects (as detailed in Appendix 3), there are core aspects which exist across the large majority of SOS projects. The typical SOS process is detailed in diagram 2.2.1 below (in purple), with the processes distinct to Safe and Secure and SERVE, both of which are relocation services for highly at-risk individuals and their families, in green.

Diagram 2.2.1: SOS process map
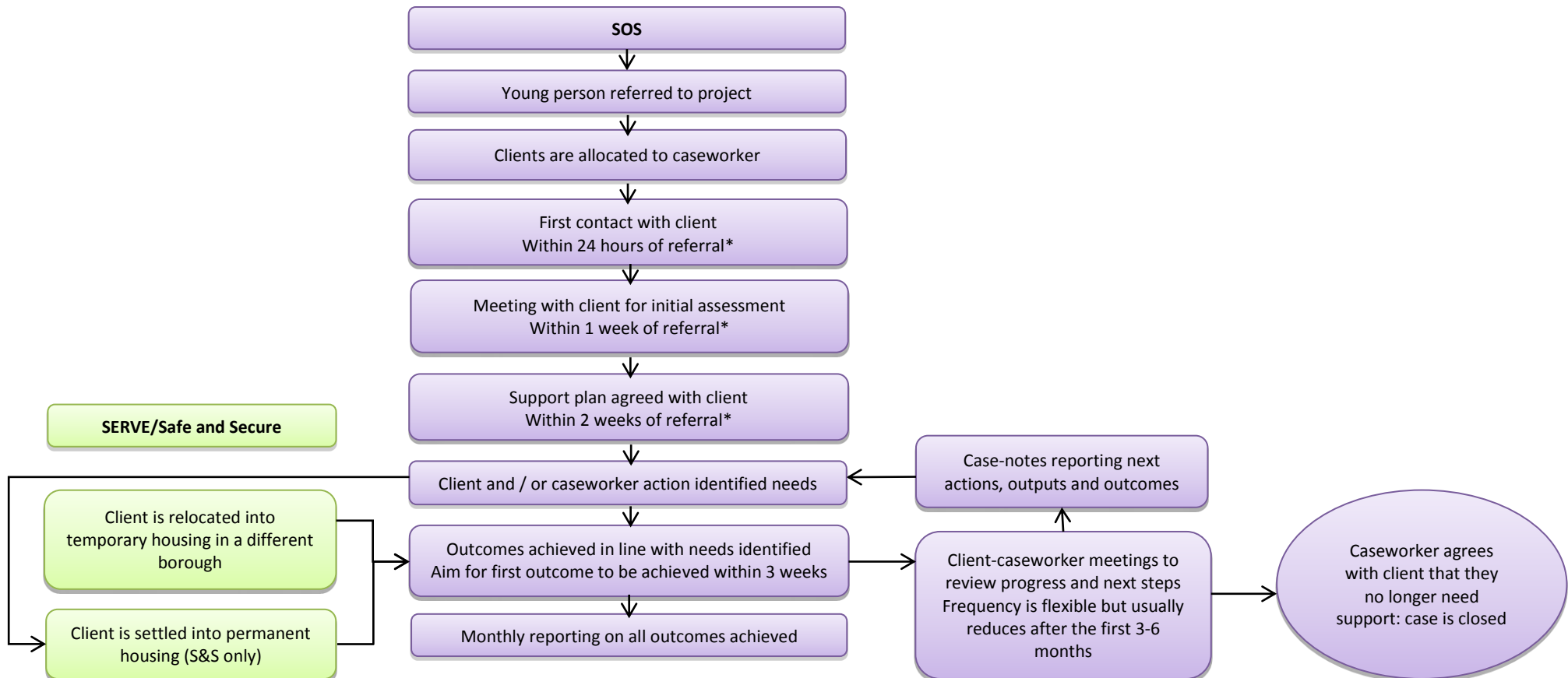
- Target times for respective activities are in place for a selection of SOS projects, and are currently being rolled out across all SOS projects; see section 6.1

2.2.2 SOS+ process map

The process outlined above reflects the core process for the majority of SOS projects, with the exception of SOS+ - an early intervention project delivered principally through group lectures. A summary process map for this project is included below in diagram 2.2.2 (SOS+ is not evaluated as part of this report).

Diagram 2.2.2: SOS+ process map

```
                        ┌─────────────────────────┐
                        │          SOS +          │
                        └─────────────────────────┘
                                    │
                                    ▼
                        ┌─────────────────────────┐
                        │ Schools or youth groups │
                        │       identified        │
                        └─────────────────────────┘
                                    │
                                    ▼
                        ┌─────────────────────────┐
                        │ Specific training needs │
                        │  of group agreed and    │
                        │    training planned     │
                        └─────────────────────────┘
                                    │
                                    ▼
                        ┌─────────────────────────┐
                        │ Caseworkers conduct     │
                        │ awareness raising       │
                        │       activities        │
                        └─────────────────────────┘
```
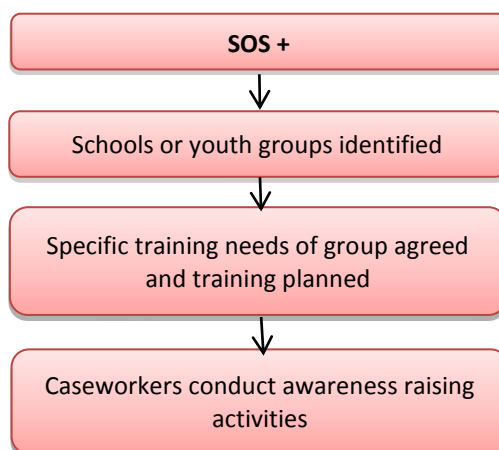
2.3 SOS Theory of Change

SOS's Theory of Change (see diagram 2.3) describes the building blocks required to help bring about the desired long terms outcomes for SOS's clients - principally reducing levels of involvement in serious youth violence, rates of offending and rates of reoffending, and thereby reducing the number of victims of crime. This set of connected building blocks is depicted on a map, which is a graphical representation of the envisaged change process.

SOS's Theory of Change explains both the connections between SOS's early, intermediate and long term target outcomes and the expectations about how and why proposed interventions will bring them about.

2.3.1 Mapping process

TSIP worked with a Project Oracle researcher[xxi] and St Giles Trust to codify SOS Project's Theory of Change. The SOS Project's staff and St Giles Trust's senior leadership team reflected a nuanced understanding of the SOS Project's Theory of Change, although noting that given the ad hoc nature with which many SOS projects have developed, not all SOS projects give equivalent focus to the different elements of SOS's Theory of Change. In particular, SOS+ is not reflected in the SOS Project's core Theory of Change, as it is a distinct early intervention approach.

2.3.2 Usage

The SOS team has already made active use of the Theory of Change developed by TSIP, principally in engaging external stakeholders seeking an overall understanding of SOS. Going forward, the SOS team will utilise the Theory of Change as part of internal process improvements (see sections 6 and 7 for additional detail).

Diagram 2.3 The SOS Project's Theory of Change

The SOS Project's Theory of Change outlines the logical assumptions behind the project's model, by demonstrating how the activities (in orange and blue) contribute towards achieving the short term outcomes (in purple) and long term goals (in red) of the project:

Trigger event — Young people referred to SOS project either as an ex-offender or at risk of offending or gang involvement

Initial Output — Clients are needs and risk assessed and a tailored support plan is agreed with their caseworker to address their identified needs

Output and outcome 'pathways'
- Criminal Justice Support: Liaising with prison, court and police.
- ETE: Entering in Education, Training and/or Employment.
- Finance, Benefits & Debt: Accessing benefits, bank accounts and debt support
- Housing: Safe and permanent housing (including relocation)
- Family Liason: Reconnecting young people with their family
- Specialist Support: Through direct support and referrals to external organisations
- Mentoring: Tailored mentoring using reformed ex offenders as mentors

Outputs
- Support client in navigating the criminal justice system to ensure they meet all requirements
- Support clients in developing CVs, interview skills, applications etc. | Support clients in developing the skills to apply for jobs, training or apprenticeships | Support client in submitting applications to educational courses | Support clients so they are either able to earn an income or learn skills which will allow them to earn an income in future
- Advise clients on dealing with existing debt | Train and support clients to manage their finances sustainably | Help clients identify and complete applications for benefits, and a bank account where relevant | Ensure clients have adequate financial support to afford safe housing, living costs and support ETE activities
- Provide clients with safe and stable temporary and/ or permanent housing (including relocation if necessary) | Settle clients in a safe environment away from gang activity | Support clients to increase their independence and feeling of safety
- Re-connect clients with family members (including children, where relevant) | Act as liaison between with families and clients to encourage development of positive relationships so that clients have a support network and good role models
- Provide support for appropriate referrals for specific client needs for issues including: health, mental health, drug and substance misuse as well as cross cutting support including specific training, employment and housing opportunities | Remove barriers that clients may have which prevents the success of other services and outcomes (maintaining a job etc.) are addressed
- Help clients to address behavioural issues and habits and provide relevant information, advice and guidance | Increase clients social and emotional well being and self-confidence | Challenge clients assumptions and change their attitudes so they are able to recognise the consequences to their actions | Teach clients basic skills like regular and timely attendence | Develop clients interests and hobbies

Short-term outcome categories
- PHYSICAL AND ECONOMIC NEEDS ARE MET
- SOCIAL AND EMOTIONAL NEEDS ARE MET

Short-term outcomes
- Clients are not recalled to prison for breaching the conditions of their release
- Clients improve their confidence, independence and are not reliant on other sources of income (gang members, illegal activity etc.) and their ongoing third party support (from SOS or other providers)
- Clients are not reliant on other sources of income (from gang members, illegal activity etc.) and their economic wellbeing is improved, freeing them to focus on ETE
- Clients have safe and stable accommodation and are not dependent on gang support for housing and/or at risk of gang violence as result of their housing situation
- Clients are less likely to look to gang membership for a support network and form positive family and / or community ties
- Clients are better able to make positive life decisions and changes
- Clients develop improved emotional and pro-social skills and relationships including (i) attitudes to offending, and (ii) personal maturity, enabling them to maintain employment, training or education and housing and make making positive life decisions

Long-term outcomes
- REDUCED LIKELIHOOD OF GANG ACTIVITY
- REDUCED LIKELIHOOD OF OFFENDING OR RE-OFFENDING
- REDUCED NUMBER OF VICTIMS OF CRIME

Section 3 - Unpacking SOS Client Engagements

The SOS team deliver a needs-driven service, tailored to meet each individual client's requirements. Commitment to helping address clients' needs forms a key part of the recruitment process for SOS staff. Consequently SOS staff are consistently willing to go the "extra mile" for clients. Invariably, this work ethic means working with clients is an intensive and complicated activity, as detailed below. In this section, we firstly discuss how SOS staff approach engagements with their clients (section 3.1). Secondly, we examine some of the common challenges of SOS engagements (section 3.2). Finally, we explore some example client engagements from SOS Croydon and SOS Southwark (section 3.3).

3.1 SOS staff and their approach to engagements

From our interviews with clients, partners and staff we identified three common traits that all SOS caseworkers show:

Commitment
Across the SOS team there is a significant commitment to delivering successful outcomes for clients. Whether this means being contactable 24/7 or accompanying clients to appointments for an entire day, there is a broad acceptance that being an SOS caseworker is not a '9-5' occupation.

Willingness to challenge
SOS caseworkers consistently believe in challenging clients' assumptions about the legitimacy and necessity of their offending. Whether this involves getting clients to calculate how much money they are actually making through criminal activities, or to think about the consequences of their actions for themselves (e.g. in terms of prison time) and for their victims, SOS caseworkers will explore the roots and underlying logic of clients' behaviours with them directly.

Refusal to judge
SOS clients have typically had various interactions with statutory and non-statutory bodies aimed at "correcting" their behaviours, but they consistently reflected that these dealings with other bodies are typically clinical and / or that they engage with them only as "offenders". Because of the general ethos of St Giles Trust, and of the SOS caseworkers themselves, they do not treat clients as "offenders", and this is reflected in interview responses received from staff and clients alike. This is core to how the SOS Project approaches mentoring.

3.2 Client engagement challenges

A central challenge that arises from the typical SOS approach to client engagements is that engagements can be long and resource-intensive, lasting longer than SOS funding supports. Whilst this creates a number of challenges, which we explore in our findings, it is important to note that the SOS Project's approach aligns with government thinking about the high-risk nature of young offenders. This recognises that young people who fail to engage with education, training or employment, and do engage in low levels of criminal activity, will often end up engaging in years of more serious criminal activity at great expense to the taxpayer, and to themselves.

Early adulthood

| Involved in the local drugs trade | Firearms possession | Regular acts of violence against others | No qualifications or skills |

Unemployed
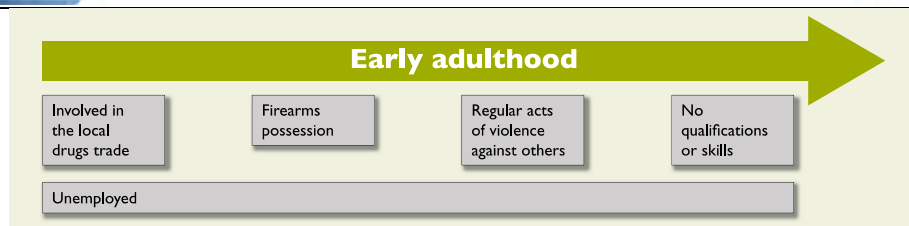
*Source: Home Office, Ending Gang and Youth Violence, p41*

As such, the SOS Project's long term engagements can be seen as recognising that the target client group are hard to influence, and typically have a long history of engagement with social services and criminal justice - engagement which has often had limited success.[xxii]

It is also worth noting, as highlighted in section 1.3.1, that a number of SOS projects have an open process for referrals - accepting self-referrals as well as those from statutory organisations. Certain projects, e.g. SOS Southwark, principally take only multi-agency client referrals. This results in a significant range of clients receiving the SOS service. The SOS Project prides itself on its ability to be needs-driven in this way; however, the heterogeneous nature of referrals inevitably has an impact on the effectiveness of the SOS interventions, which are likely to be more suitable for some clients than for others.

3.3 Client case study

Below is a case study of a client engagement (diagram 3.3.1). It reflects the complexity of SOS engagements, which can span a significant time period and involve addressing a wide variety of needs, both directly and via referrals.

Diagram 3.3.1: Example client journey
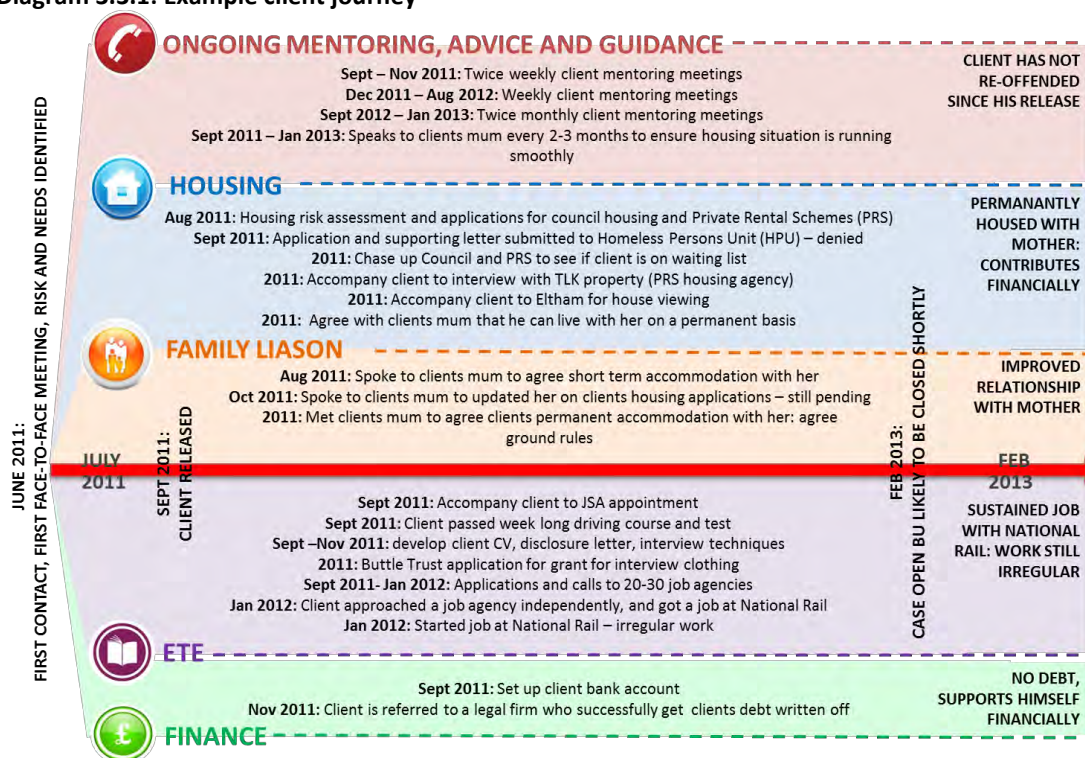
Section 4 - Evaluation process[xxiii]

Evaluations are an important tool to help organisations to understand the impact of their services, as well as to identify where and how they need to improve. St Giles Trust has shown a continued commitment to evaluating the programmes they deliver.

In this section we outline our approach to evaluation (section 4.1), the client sample used (section 4.2) and the key strengths and limitations of our approach (sections 4.3 and 4.4 respectively). Please see Appendix 1 for further details on the different aspects of our evaluation.

4.1 Our approach to evaluation:

The evaluation team designed and implemented a mixed method evaluation of the SOS Project (see diagram 4.1.1 and table 4.1.2) that attempts to understand the impact that the SOS Project has had on reducing re-offending, through (i) an analysis of reconviction rates, and (ii) an exploration of the practical and emotional support that is designed to help reduce involvement with serious youth violence, and indeed desistance more generally.

Diagram 4.1.1: Evaluation Framework

Table 4.1.2 Evaluation Framework

Activity	Description
Evaluation Framework	A mixed method approach focusing on (i) assessing the reoffending rates of the clients through reconviction analysis (SOS Croydon and Southwark) and (ii) a separate qualitative assessment.
Reconviction analysis	A high-level analysis of client reconviction rates using Police National Computer, NOMS OASys system data. YOT's Asset data was discarded due to a low number of matches.
Gang affiliation and activity	An analysis of the gang affiliation of SOS Croydon and Southwark clients, along with suspected gang-related activity, using Metropolitan Police intelligence.
Administrative data review	Paper and electronic records stored by the SOS Project were collected, consolidated and assessed.
Programme Assessment	Reporting mechanisms were considered, along with available project data detailing SOS methodologies, to help develop an overall picture of core SOS processes.
Theory of Change	A graphical Theory of Change of the SOS Project was developed, drawing on project data and input from both the SOS leadership team and St Giles Trust's senior management.
Interviews with stakeholders	Interviews (35) were delivered with staff (12) across all projects, and with clients (16) and delivery partners (9) for Croydon and Southwark projects, in order to understand the Project.[xxiv]
Benchmarking	TSIP interviewed 4 other organisations delivering either similar interventions or working with a similar client group to St Giles.

Activity	Description
Analysis and Reporting	The SOS Project was analysed and, in particular, clients' profiles, needs, services accessed and offending patterns were developed.

4.2 Client samples

Analysis requiring external data, i.e. the reconviction and gang affiliation analysis, was only conducted for clients of the SOS Southwark and Croydon projects, since these are the largest and longest standing SOS Projects and therefore had the best data to draw on. All other aspects of the evaluation - the Theory of Change, process evaluation, interviews and intermediate outcomes - take into account clients across all SOS Projects.

4.3 Strengths of evaluation framework

Because of the varied nature of different elements of the SOS Project, TSIP developed a comprehensive evaluation framework using a wide variety of sources and evaluation methods to increase the robustness of our findings. By drawing on SOS's internal data as well as external data from a number of independent sources, and speaking to organisations that have worked directly with the SOS Project or in the sector more generally, TSIP is able to present the best available picture of the SOS Project's effectiveness, subject to inherent limitations in the internal and external data available, which we detail below.

4.4 Limitations of evaluation framework

Whilst TSIP has brought together an extensive range of sources for this evaluation, there are a number of factors largely outside of TSIP's control, many of which were related to data quality, that we must highlight.

▪ **Internal data limitations**: TSIP has used data recorded by SOS caseworkers to identify clients and client outcomes (except for reconviction analysis and needs profiles, which use external data). **This creates a direct issue regarding the reliability of data recorded, as additional evidence of outcomes (e.g. signed tenancy agreements) was inconsistently collected**. Also, data recording issues meant that the TSIP team had to manually review clients' paper case-files to update online client records.

▪ **External data limitations**: TSIP used the updated online client records to provide biographical information to external data providers (PNC, MPS, NOMS, Croydon YOT and Southwark YOT). PNC data was submitted for 301 clients, of which 248 had a PNC record. Furthermore, because of the changes in the SOS Project over time, and the range of different SOS projects, TSIP did not carry out a comparison or control group exercise to assess the effect of SOS interventions. For this reason we are only able to compare actual reoffending rates for the assessed cohort against predicted reoffending rates on the basis of individual's Asset or OASys scores.

▪ **SOS Croydon and SOS Southwark focus**: Because of the wide range of different SOS projects, TSIP was commissioned to do an overall programme assessment of the SOS Project, and detailed evaluation of the two largest projects, SOS Croydon and SOS Southwark. External data applications and client and partner interviews have only been carried out in relation to SOS projects in these two locations. Given the significant variation in the delivery methods of different SOS projects, our findings do not apply equally across them.

Where TSIP is unable to make a direct assessment of the effectiveness (or otherwise) of aspects of SOS projects (due to, for example, the non-availability of external data for SOS projects other than SOS Croydon and SOS Southwark), we compare the approach taken by the SOS team to known evidence-based or promising approaches, according to NOMS Commissioning Intentions (summarised in section 5.1.2 below).

Section 5 - Findings

The findings of the evaluation have emerged through a comprehensive process involving collaborative work by TSIP and the SOS to identify issues, brainstorm solutions and begin their implementation. Our findings, whilst relating directly to the SOS Project (and where relevant to SOS Croydon and SOS Southwark specifically), should be informative to other parts of St Giles Trust, and to the sector more generally. TSIP intends that these findings will be part of a continuing process of learning and growth for the SOS team, and will help shape best practice for the future.

In this section we firstly summarise our key overall findings (section 5.1). Secondly we detail the findings of our external data exercise (section 5.2). Thirdly we summarise available internal outcomes data on the SOS Project (section 5.3). Fourthly we provide our programme assessment findings (section 5.4). We conclude by outlining our interview findings (section 5.5).

5.1 Key Findings
5.1.1 Centrality of caseworkers to approach
Skilled SOS caseworkers are the biggest strength of of the SOS Project, given the complicated nature of clients' needs and the corresponding challenges in the typical SOS engagement. Clients most frequently mentioned support from SOS workers and the information, advice and guidance as the most valuable parts of the SOS Project. Further, TSIP found a strong alignment between the SOS caseworkers' approach and the staff behaviours that are expected to have a positive effect on ex-offenders, particularly the most high-risk.

Our findings align with those of the NOMS Offender Engagement Programme (OEP), which was set up to address gaps in the sector's knowledge about supervision in England and Wales, and which built on research showing that skilled engagement across the known criminogenic risk factors (see section 5.1.2) was related to lower rates of reconviction and desistance.

The OEP identified seven staff behaviours that could increase the quality of engagement between staff and offenders. Table 5.1.1 below lays out the seven behaviours alongside an assessment of how well SOS staff demonstrate them. The assessment criteria is the same as that used for assessing NOMS reoffending factors (see section 5.1.2 for thermometer key).

Chart 5.1.1: Centrality of caseworkers to approach

OEP Staff Behaviours	St Giles Alignment
Building genuine relationships that demonstrate care about the person being supervised, their desistance and their future	Strong alignment & strong implementation
Engaging offenders in setting goals for supervision, and showing active listening	Strong alignment & strong implementation
Keep trying to steer offenders in a desisting direction, motivating them and encouraging them to solve problems	Strong alignment & strong implementation
Understanding how people desist from offending, and how to deal with relapses	Strong alignment and some implementation
Addressing practical obstacles to desistance, including knowledge of and access to local services that may help deal with them	Strong alignment & strong implementation
Advocacy, tailored to the offender's needs and capabilities, which may involve work by the supervisor or referral or signposting to others	Strong alignment & strong implementation
The supervisor actively engages in changing attitudes and thinking during supervisory contact.	Strong alignment & strong implementation

SOS caseworkers operate across all of the areas in Chart 5.1.1, and TSIP found evidence across the caseworker interviews of both an understanding of the complexities of desistance and the development of strong relationships with clients, which still involved active engagement in changing attitudes and behaviours (section A2.2 in Appendix 2).

5.1.2   Targeting known reoffending risk factors[xxv]

The SOS Project relies heavily on mentoring to achieve its targeted outcomes. Whilst there is not a strong evidence base for the effectiveness of mentoring in addressing reoffending factors, this is in part reflective of the state of evidence regarding protective factors in this area. Mentoring has been identified as a promising approach in addressing certain reoffending factors (e.g. social supports and employment), however it is known to have mixed results with young adults.[xxvi]   SOS caseworkers have been identified as targeting all nine identified risk factors, with a particularly emphasis on homelessness (where we have evidence of a number of successful outcomes for SOS clients), changing attitudes and behaviours, and helping young people engage with education, training or employment.

The table overleaf (5.1.2.2) uses a "thermometer" technique to outline how the SOS Project's approach aligns with NOMS Commissioning Intentions guidance (the guidance sets out current knowledge regarding best practice in addressing the nine main reoffending factors).[xxvii] Table 5.1.2.1 below sets out a key explaining how this thermometer technique works; we grade SOS's performance by how well its current approaches align with known best practice, and how well they are implemented from a practical perspective.

Table 5.1.2.1: Thermometer Key

No alignment	Factor is not considered or addressed by the SOS Project
Alignment	Factor is embedded in the SOS Project Theory of Change (ToC)
Alignment & some implementation	Factor is embedded in the SOS Project ToC and the project shows evidence of activities to implement this approach
Alignment & strong implementation	Factor is embedded in the SOS Project ToC, the project shows evidence of activities and outcomes demonstrating successful implementation of this approach

Table 5.1.2.2 below summarises NOMS guidance of known evidence-based approaches and promising approaches, and identifies (in the final columns) how closely the SOS Project's approach aligns and implements its work across each reoffending factor:

Table 5.1.2.2: NOMS Commissioning Intentions' reoffending factors (criminogenic needs), and the evidence base to support their link to reoffending and desistance[xxviii]

Reoffending factors	Indicators of this behaviour	Desired intermediate outcomes	Relevant evidence-based or promising approaches)	St. Giles approach
1. Anti-social thinking and behaviour	Impulsive, lack of consequential thinking	Skills in pro-social problem solving and perspective taking, emotion management skills	▪ Evidence based approaches: Structured cognitive behavioural programmes such as cognitive skills training, restorative justice conferencing (for violent and acquisitive offenders with a personal victim) ▪ Promising approaches: None identified	▪ Caseworker connects with and influences clients to think through the consequences of their actions, including positive actions i.e. to have self-confidence and believe that they can achieve more. ▪ Changing anti-social thinking and behaviour is a key aim of the Mentoring 'pathway', and was strongly evidenced in client interviews. All clients interviewed agreed that their attitudes had changed, with individual clients commenting that "I used to be reckless, but it helped me realise there are more things in life – I can reach new opportunities" and "I learnt how to deal with people and be responsible".
2. Pro-criminal attitudes	Rationalisations for crime, negative attitudes towards the law and staff	Development of pro-social attitudes and pro-social (non-criminal) identity	▪ Evidence-based approaches: Structured cognitive behavioural programmes such as cognitive skills training ▪ Promising approaches: Pro-social modelling, positive staff interactions, case managers challenging anti-social attitudes	▪ Caseworkers support client relationships with probation officers in order to facilitate a positive relationship between the client and other authority figures. ▪ Changing pro-criminal attitudes is a key aim of the Mentoring 'pathway', and was also strongly evidenced in client interviews. All clients interviewed agreed that their attitudes had changed, with individual clients commenting that "it made me realise the consequences of my actions" and "it made me more confident to do other things which are more constructive".
3. Social supports for crime (antisocial associates)	Criminal friends, isolation from pro-social influence, easily influenced by criminal associates	Criminal friends replaced by pro-social friends and associates	▪ Evidence-based approaches: More evidence needed ▪ Promising approaches: Mentoring	▪ Caseworkers help relocation away from criminal associates to stable housing. Mentors challenge clients to consider the influence of their associates, and offer positive activities (job clubs, apprenticeships etc) as an alternative to spending time with antisocial associates. ▪ Social supports for crime are addressed by two SOS 'Pathways': housing (specifically relocation) and mentoring. 63% of clients interviewed said that the Project had successfully helped them to avoid contact with old

Reoffending factors	Indicators of this behaviour	Desired intermediate outcomes	Relevant evidence-based or promising approaches)	St. Giles approach
				associates. Although the 'Safe and Secure' project provides a relocation service, no clear data from the intervention was found to assess the successful rate of relocation.
4. Drug misuse	Uses drugs, unmotivated to tackle drug misuse	Substance use reduced or stopped	▪ Evidence-based approaches: Cognitive behavioural programmes designed for drug dependent offenders, emotion management skills, detoxification, opiate substitution therapy (for acquisitive opiate- addicted offenders), psycho-social support to maintain abstinence, 12 step programmes, structured therapeutic communities focusing on substance misuse ▪ Promising approaches: None identified	▪ Caseworker support clients to engage with specialist referral partners where necessary. ▪ Drug misuse forms part of the specialist referral 'Pathway' of the SOS Project. However, little data was found regarding referrals of this nature and no outcome data was found. However, one client did comment that the Project helped him change his perspective on drugs. NB: Identified evidence-based approaches are not most relevant for the type and intensity of drug use identified amongst SOS clients.
5. Alcohol misuse	Binge drinking, long term alcohol misuse, violent when intoxicated	Reduced alcohol use, reduced binge drinking	▪ Evidence-based approaches: More evidence needed ▪ Promising approaches: Programmes that address the interaction between alcohol and violence	▪ Caseworker supports clients to engage with specialist referral partners where necessary. ▪ Alcohol misuse forms part of the specialist referral 'Pathway' of the SOS Project. However, no data was found regarding referrals or outcomes in this area and no clients admitted to having needs in this area.
6. Family / marital relationships	Poor family relationships; no current relationship, no previous experience of close relationships	Conflict reduced, positive relationships, enhanced warmth and caring; reintegration and strengthen family ties	▪ Evidence-based approaches: Therapeutic approaches for young adult offenders that involve the family such as multi-systemic therapy ▪ Promising approaches: Relationship coaching, family visits	▪ Caseworker acts as a key liaison point between the client and their family in order to foster mutual understanding, communication and respect. Successful mediation with family members often provides the client with a stable housing environment. ▪ Family Liaison is one of the 7 SOS 'Pathways' with 18% of staff interviewed mentioning family relationships as a key need faced by their clients. However, information relating

Reoffending factors	Indicators of this behaviour	Desired intermediate outcomes	Relevant evidence-based or promising approaches)	St. Giles approach
				to activities and outcomes wasn't consistently recorded.
7. Work	Poor performance, lack of work-related skills and qualifications	Long term employment and increased employment skills and qualifications, literacy, numeracy and life skills	▪ Evidence-based approaches: Literacy, numeracy and life skills, employment-focused programmes in which offenders can secure real jobs, vocational training ▪ Promising approaches: Work related qualifications, work-related mentoring	▪ Caseworkers work with clients through job clubs and one-to-one support to develop skills, CVs and interview techniques. Clients are supported to identify and apply to relevant training programmes, courses, apprenticeships and jobs. ▪ ETE forms its own SOS 'Pathway'. Data shows that 68% of clients received ETE support, with 74% of those achieving at least one ETE outcome.
8. Anti-social lifestyle, lack of positive leisure activities	Regular activities that encourage offending, recklessness and risk taking behaviours	Engaged participation in pro-social and rewarding recreational activities	▪ Evidence-based approaches: More evidence needed ▪ Promising approaches: None identified	▪ Caseworkers help clients to engage in positive activities, including job clubs and leisure activities based on their interests (typically music or sport), in order to encourage pro-social activity and develop commitment. ▪ Developing client hobbies forms part of the mentoring 'Pathway'. Anecdotal evidence from caseworkers and clients included references to music and sports opportunities and leisure activities, however these activities do not appear to be consistent across projects and no data was found to substantiate the activities.
9. Homeless-ness	No fixed abode	Finding and keeping a suitable home	▪ Evidence-based approaches: More evidence needed ▪ Promising approaches: None identified	▪ Caseworkers support clients to meet their housing needs, both temporary and permanent. In some cases this includes relocation. Housing may be facilitated through mediation with family members. ▪ Housing is a discrete SOS 'Pathway'. Data shows that 72% of clients were identified as having housing needs, with 77% of these successfully achieving one or more outcomes.

5.1.3 Broader NOMS Pathways alignment

The multiple-focus approach of the SOS Project also aligns well with NOMS understanding of the complexities associated with reducing reoffending: "Because offending has multiple origins, programmes that tackle just one risk factor are unlikely to make a difference by themselves. Interventions that target multiple factors, or packages of interventions that address facts sequentially, are more likely to be effective."[xxix]

5.1.4 External data and limitations

The robustness of our findings regarding reconviction outcomes of the SOS Project has been significantly affected by the quality of recording by the SOS team and by complexities in matching client records with multiple external databases. Of the names submitted, 82% were matched with a PNC record while only 47.5% were matched with a valid full OASys assessment. In addition, the Asset data provided was too weak to allow any conclusions to be drawn, and was therefore discarded.

There were also some intrinsic limitations in our proposed reconviction analysis, as the SOS Project has changed significantly over time, and reconviction data was only sought for two SOS projects - SOS Croydon and SOS Southwark.

5.2 External data results

5.2.1 Reconviction profile

301 client names were submitted to the Ministry of Justice in order to assess reconviction rates. Of the 301 names submitted, 18% were found not to have a PNC record, meaning either that the name or date of birth of the client was recorded incorrectly or that the relevant client had no criminal record. 3,027 offences (convictions or warnings) were recorded across the remaining 82% of clients who were found to have a PNC record; an average of 12 offences per person. However, it should be noted that these figures include offences committed both before and after SOS intervention, and therefore refer to conviction rates generally rather than reconviction after the intervention of the SOS Project.

Of the 248 SOS clients that had PNC data, there were 3,027 offences which resulted in a conviction or warning being recorded (an average of 12 offences per offender). Of the offences committed by SOS clients, offences relating to drugs (which could be possession or distribution), summary (less serious offences) and theft/robbery offences are most common, accounting for nearly two-thirds (59.4%) of all offences listed. It should be noted that these figures include offences committed both before and after the SOS intervention.

Table 5.2.1.1 Convicted offence types in descending order of frequency

Offence category	Freq.	%
Drug offences	570	18.83
Summary offences excluding motoring	569	18.80
Theft and handling stolen goods	330	10.90
Robbery	329	10.87
Breach offences	278	9.18
Violence against the person	275	9.08
Summary motoring offences	271	8.95
Other indictable offences	228	7.53
Burglary	99	3.27
Fraud and forgery	29	0.96
Criminal damage	28	0.93
Sexual offences	9	0.30
Indictable motoring offences	9	0.30
Unknown	3	0.10
Total	3,027	100

One third of offences committed resulted in immediate custodial sentences (either before or after the intervention). This translates into 190 of the 248 individuals with PNC data having been to custody at some point. Another third resulted in community disposals, whilst 12% resulted in fines:[xxx]

Table 5.2.1.2 Criminal justice disposals for SOS participants

Disposal	Frequency	%
Immediate custody	918	33.85
Community disposal	860	31.71
Other	414	15.27
Fine	328	12.09
Conditional discharge	97	3.58
Suspended sentence	86	3.17
Absolute discharge	9	0.33
Total	2,712	100

A basic form of reconviction analysis was also conducted through combining the Offender Group Reconviction Scale (OGRS3) and PNC data to provide a comparison of predicted versus actual reconviction rates. Although two-year rates are typically preferred, this analysis used one-year rates due to the time frame of this project.[xxxi] The table below demonstrates an overview of the findings of this exercise across a sample group of 143 clients – this represents the total number of Southwark and Croydon clients for whom OASys risk scores could be found in order for the comparison to be made. The table shows very strong alignment between expected and actual reconviction rates, suggesting very little difference between the two. However, since there is no comparison group it is not possible to draw robust conclusions from these findings regarding programme effectiveness.

Table 5.2.1.3 Predicted versus actual reconviction rates for OGRS3 groups

OGRS3 score group	Predicted	Actual	n-size
Low	1-49%	41%	98
Medium	50-74%	66%	35
High	75-84%	80%	10
Very high	85-99%	n/a	0
	n/a	50%	143

5.2.2   Gang affiliation and related MPS data

178 names of clients suspected of gang involvement were submitted to MPS to check against their records for gang membership *before* they began on the SOS Project. Of those 178 names, 7 were found to be duplicates whereby aliases had been used. Of the 171 clients checked against MPS data, nearly 60% were found to have 'no trace' of gang involvement or affiliation. Just over 20% were found to be gang members, with the remaining 20% either associated with a gang or 'peer involved'. These findings are broken down in table 5.2.2 below.

Table 5.2.2: MPS intelligence data on gang membership

Member	Freq.	%
Assoc. Gang	18	10.53
Gang Member	35	20.47
No trace	101	59.06
Peer Group	17	9.94
Total	171	100

While these figures indicate a lower rate of gang involvement than may be expected, it should be noted that half of the names submitted to MPS were suspected of low gang involvement, and furthermore that this data only offers a snapshot of police intelligence data, and only consisted of approximately half of SOS clients working with the SOS Project since 2006.[xxxii]

In addition, since the data returned by MPS was anonymised it was not possible to analyse whether the percentage of SOS clients who were recorded as having gang involvement or association has changed over the period of time those projects have been running. However, the changing referral process suggests this is likely. Early SOS projects took referrals from a wide range of sources including custody and self referrals, however, the current group of clients involved in the SOS Croydon and SOS Southwark projects are referred exclusively through multi agency gang meetings that are typically led by the Police. As such, it is likely that the percentage of clients with known gang membership or association has increased over the course of the projects and is currently higher than the average figures suggest.

5.3 Indicative record of outcomes

The evaluation team carried out an extensive exercise to update the SOS Project's records of the activities and outcomes achieved. The analysis below, drawing on the data recorded internally by SOS caseworkers, focuses on the activities and outcomes for four of the seven SOS 'pathways': Housing, Education, Training and Employment (ETE), Benefits and Mentoring or IAG (information, advice and guidance). Activities and outcomes for Family Liaison, Criminal Justice support and Specialist Support (including drug and alcohol abuse) were inconsistently reported, and the amount of data collected was therefore too small to be treated as significant. It should also be noted that 'Benefits' forms part of the broader 'Finance, Benefits & Debt' pathway; however, data relating to activities or outcomes other than benefits was also very limited.

5.3.1 Client referral and engagement

Although SOS data records 729 individuals, nearly half of these (342) do not seem to have engaged with any SOS services. The data held refers only to biographical data and risk and needs assessments (which may take place prior to release or in a first meeting for in-the-community referrals), with no record of any activities subsequently taking place. Referrals which do not result in client engagement may occur for a wide variety of reasons: clients may also be referred to an alternative service instead, may move geographically outside of an SOS Project area (including being deported), or may be unwilling to engage with the service. Or SOS may simply have not followed up with the client. Referral-only figures do not therefore necessarily imply failed engagement on the part of SOS caseworkers. Clients who have engaged with the SOS Project are categorised as those whose caseworkers have worked with them to undertake activities, whether outcomes have been achieved or not (see chart 5.3.1).

Chart 5.3.1 Client referral and engagement
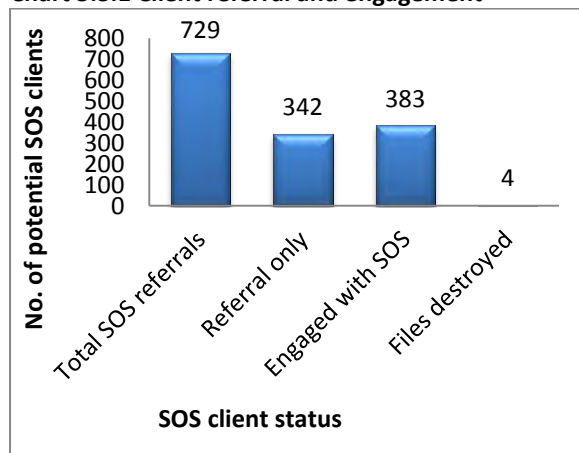
Referral only: Includes clients who never met with or engaged with an SOS caseworker (114), as well as those who may have met with a caseworker once or twice and been needs and / or risk assessed, but who then disengaged before caseworkers were able to conduct any activities with them (228).

**Engaged with SOS:** Clients have engaged with SOS.

Files Destroyed: In a few instances client casefiles were destroyed on request from the client's parents. Although only four instances of this were specifically identified, it is possible that some other 'missing' casefiles (section 5.3.2) were also destroyed.

Analysis of activities and outcomes has only been carried out for the 383 clients who engaged with an SOS Project.

5.3.2 Client casefiles and records

Altogether, six different data sources were reviewed in order to collate and analyse activities and outcomes achieved. These sources include monthly statistics and 4 SOS Project Logs. In order to supplement the data found in these five online sources, client casefiles were also reviewed. However, casefiles were only found for 156 of the 383 clients who appear to have engaged with the Project (see chart 5.3.2.1).

Chart 5.3.2.1 Client casefiles
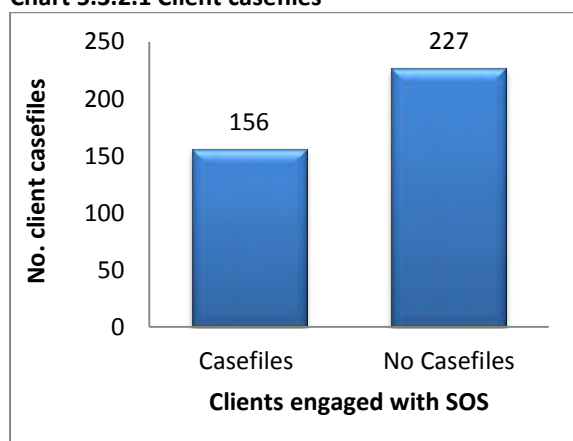
Casefiles were not found for 227 individuals who are known to have engaged with the SOS Project (since activity and outcome data was found in other project records). In particular, a large number of casefiles were not located for the SOS Ashfield and Portland project which was closed in 2012; this accounts for around 125 of the missing files.

Analysis of activities and outcomes therefore includes a breakdown across clients whose casefiles have been found and those who have not. Because of the relative numbers of clients whose casefiles were or were not found (156 and 227), the raw numbers of activities and outcomes for clients whose casefiles were not found is usually higher; however, when calculated as a percentage, activities and outcomes are higher for those clients whose casefiles were found. This demonstrates that a significant amount of data is not being captured in the online logs and monthly statistics.

Of the 227 clients known to have engaged with the project, but who do not have casefiles, the majority are clients who engaged with the project in the years 2009-2010. This may be due to the sudden expansion of projects within the SOS Project (starting in 2009) and may refer either to high levels of referral only and temporary engagement clients, or may simply reflect weak data collection at this time.

5.3.3 Client activities and outputs

This section outlines client activities and outputs for four of the SOS pathways according to SOS data: ETE, Housing, Benefits and Mentoring or IAG. However, it should be noted that SOS data collection did not follow a wholly consistent 'journey' across the different pathways (i.e. need > activities > outcomes). Therefore analysis of ETE focuses on activities and outcomes, Housing analysis includes needs and outcomes, Benefits analysis only refers to outcomes and Mentoring only to activities. For a more detailed breakdown of this information, please see Appendix 4.

Client activities and outcomes headlines			
ETE Outcomes	73% of those who undertook ETE activities successfully achieved an outcome	**Housing Outcomes**	76% of those identified as having housing needs successfully achieved an outcome
Benefit Outcomes	43% of clients were assisted in claiming benefits	**Mentoring Activities**	23% of clients were recorded as receiving Mentoring and/or IAG support

5.4 Programme assessment
5.4.1 Unique caseworker approach
As detailed in section 3, SOS caseworkers have a unique combination of commitment, a willingness to challenge and a refusal to judge. Taken together, these traits are identified by a number of clients as important to helping them stop offending or re-offending.

5.4.2   Theory of Change

The SOS Project's Theory of Change aligns strongly with the known offending pathways. However, there is a heavy reliance on mentoring to achieve desired outcomes. In addition, interviews identified plans for a number of ad hoc extensions to the SOS Project's core offer, e.g. music activities and taking young people on trips (though not as a core part of the SOS Project's activities). Any additional activities should be clearly justified against the Theory of Change, as they potentially represent a real change in SOS's direction and could affect the ability to focus on core parts of SOS delivery.

SOS+ should be considered as a distinct project to the rest of the SOS Project, as it particularly emphasises preventative work with children. Whilst the evaluation team did not carry out a detailed analysis of SOS+, we recommend that a full evaluation of SOS+ be carried out to ensure it is not replicating methods that are known to be ineffective (e.g. 'scared straight' type approaches).

5.4.3   Multi-agency approach

The majority of SOS projects feed in directly to serious youth violence or other multi-agency panels, which aligns strongly with the Government's preferred approach to addressing gang and youth violence issues.[xxxiii] SOS caseworkers' ability to work well with a range of statutory and non-statutory partners helps to provide a consistent service to young people. Virtually all partner agencies highlighted the strength of SOS in helping young people better access and engage other available statutory services.[xxxiv]

5.4.4   Senior leadership and risk management

The senior leadership team plays an integral role in the SOS Project, and provides essential strategic guidance and oversight. Partner interviews in particular highlighted the effective oversight that SOS's senior leadership had provided in their experience, and that any safeguarding concerns or issues that arose were typically addressed quickly and effectively.

SOS's senior leadership rightly emphasised the importance of structured recruiting processes for SOS staff, given the unique skill set that is required to be an effective caseworker. The senior leadership team must maintain this focus, particularly as the SOS Project continues its rapid geographic expansion.

5.4.5   Staff induction and training

Central to the recruitment of high quality caseworkers has been SOS's induction process, where caseworkers typically volunteer in St Giles before being recruited to SOS. This appears to have been central to ensuring that a number of key caseworker characteristics were identified across our interviews with clients and partners.

Our review of training did highlight some variation in the range of training received by staff, although the significant majority of caseworkers have completed an NVQ in 'Information, Advice and Guidance' Level 3 and have had a number of internal trainings (e.g. risk assessment, using internal systems). There was also an identified need raised by SOS partners to ensure that safeguarding is properly addressed in SOS staff training; although a number of caseworkers have received child protection and / or adult safeguarding training, this was not true of all caseworkers.

5.4.6   Practical approaches across SOS projects:

The evaluation team identified a clear core SOS process. However, different SOS projects also displayed noticeable process variations, often driven by varying funder requirements in different boroughs. Internal processes also vary between different SOS projects; the 3-week rule (see Diagram 2.2.1), utilised in Kensington and Chelsea, is not used consistently across other boroughs with SOS projects.

These differences in approach, whilst allowing flexibility, risked creating a number of challenges (e.g. in reporting, consistency of client experience and quality of referral networks). However, given the ad hoc nature of funding arrangements within different SOS project boroughs, these variations can be difficult to avoid.

5.4.7   Resourcing

As mentioned in section 3.2, client engagements are often lengthy and therefore use significant resource (in terms of staff time). However, client case-studies and interviews identified this as a strength, allowing for the inevitable differences between each client's needs, and progress in achieving identified outcomes. Client

engagements typically include different levels of engagement at different stages. Staff reported that contact often starts to reduce gradually from around the 3-month mark, with another reduction in engagement time often around the 9-month mark, if the case is still active; this is seen as important to reducing the risk of client dependence. However, SOS case-workers are flexible in ensuring that clients receive the necessary support, regardless of the length of the engagement.

5.4.8   Reporting / programme administration

Although SOS had a monthly reporting procedure in place, caseworker data collection and reporting was found to be inconsistent. Firstly, case-files were created and stored for significant numbers of clients who had been referred to the SOS Project but who had never engaged with it, but the files were never marked as 'closed', making it difficult to establish how many clients SOS had worked with.

Secondly, confusion around reporting templates and limited time dedicated to reporting resulted in missing and incomplete data, and discrepancies around what was being collected. For example, some client data recorded activities (outputs), while others reported results (outcomes). TSIP made interim recommendations for the standardisation and simplification of data processes (section 6.2), as well as additional staff training in how to use data collection resources. New or adapted resources aim to keep reporting to an achievable level, while ensuring that sufficient data is collected to capture the complex nature of caseworker engagements. However, a dedicated administrative resource for the SOS team, either 0.5 or 1 FTE, is also recommended.

5.5   Overview of interview responses
5.5.1   Interview responses summary

Table 5.5.1 below provides a summary of client, staff and partner interview findings:

Table 5.5.1 Interview responses summary

Approach	Headlines
Client interviews	▪ **Referral process:** Only one client mentioned any difficulties; all other clients said the process was either straightforward or very straightforward. ▪ **Meeting client needs:** ETE and Housing were the key needs that clients mentioned that they hoped an SOS Project would help them with. However, when asked what the best thing about the Project was, the value of the staff support and IAG was most frequently mentioned. ▪ **Ex-offender mentors:** Of the clients interviewed, 11 agreed that it was important that caseworkers were ex-offenders. On the other hand 4 clients said that ability to deliver services was more important, and they felt there was no difference between the support offered by ex-offender or non-ex-offender caseworkers. ▪ **Assisting in desistance:** Of the 16 clients interviewed, only 3 (19%) stated that they had offended or re-offended since engaging with the project.
Staff interviews	▪ **Supporting clients:** Most common needs are thought to be Housing (6 staff) and avoiding (re)offending (6 staff). ▪ **Administrative requirements:** Whilst most staff accept the necessity of current administrative requirements, data collection and IT systems received most mentions (7) as one of the weaknesses of the SOS Project. ▪ **Ex-offender mentors:** 9 of the staff interviewed are ex-offenders. All agreed that their own experience helps them to do a better job. ▪ **Working with external agencies:** Overall this is seen as working successfully, although it varies by borough and by agency.
Partner agency interviews	▪ **Working with SOS staff:** Experience has generally been very positive, although a few mentioned that the quality of caseworkers varies. ▪ **Referral processes:** Multi-agency approach and regular meetings mean process works well overall. ▪ **SOS relationship with clients:** Staff dedication, passion and integrity in building relationships with clients was highlighted as a key strength. ▪ **Assisting in desistance:** All partner agencies agreed that SOS helps to prevent, or reduce

the likelihood of clients offending or re-offending.

For a more in-depth analysis of these interviews, please see Appendix 2.

5.5.2   Benchmarking

As part of this evaluation, TSIP has sought to understand the broader context for the SOS Project's work: the state of youth offending in London and nationally, the experience of other stakeholders (such as police, YOTs and probation trusts) operating within this space, and the profiles of a sample of people who have engaged with the SOS Project. As part of this exercise, TSIP also interviewed a number of other third sector providers in this space, to better understand emerging practice in this area, and the sort of challenges that third sector providers face in the current criminal justice landscape. Table 5.5.2 below summarises the results of this exercise:

Key findings:

The key issue which emerged from the benchmarking interviews was the area of partnership building, which was seen as key for all the organisations both in terms of service delivery, in areas including housing, ETE and health, and in terms of applying for bids as part of a consortium. This was viewed as both an opportunity and as a challenge:

- **Funding**: The short term nature of funding proved to be a challenge in terms of relationship and partnership building, since the turnover of projects and services provided in an area was often quite high.
- **Competition**: Forming partnerships or consortiums in order to make joint bids was viewed as a huge challenge. Although this was the case for many reasons, it appeared to be in part because of the overlap, and therefore competition, in services being provided by different organisations in this space. The holistic nature of client needs has resulted in the benchmarking organisations, like St Giles, offering a range of services to clients i.e. mentoring, ETE and housing. As a result, where there is more than one organisation working in the same geographical area, organisations may feel that they are in competition with each other, and partnerships are therefore more complicated.
- **Specialist partnerships**: These were seen as a vital part of adding value to the range of services offered, both in terms of meeting client needs to the fullest degree and in terms of anticipating where funding support was likely to be targeted in the future.

Table 5.5.2 Benchmarking interviews summary

Project	What do you do?	Unique Selling Point	Partners	Achievements	Challenges
Catch 22	**Research:** Examining the links between gangs and violence **Service delivery:** Youth gang exit programme providing ETE, family liaison, IAG and signposting to specialist services (drugs and alcohol)	**Holistic, two pronged approach** of research and delivery side by side **End to end service** starting with tools for primary schools through to working with gang members in their 30's	Identify and work with existing services and sign-post to them • Local Authorities • City wide Gang Steering Group • Jobcentre	**Research:** cited in the Guardian **Service delivery:** Still in the pilot phase	• Building relationships with police and crime commissioners • Short contracts mean partners change regularly • Lack of evidence base for 'what works' • Transferability is limited – context is vital

Project	What do you do?	Unique Selling Point	Partners	Achievements	Challenges
Foundation 4 Life	- **Intervention and rehabilitation** for ex-offenders and at risk youth including ETE, housing, finance, family liaison, IAG, drugs and alcohol and signposting to specialist services (mental health and trauma) - **Early intervention and prevention -** work with children 8+ throughout school	- **Specialist Staff:** ex-offenders, ex-drug addicts, people who have been in care, people who have been victims - Focus on therapeutic and **behavioural modification** - Use a lot of **group sessions** to utilise positive peer learning and influence - **Strategic partnerships** with mental health specialists	Identify strategic partners to deliver specialist services - Tavistock and Portland NHS Trust - Mental Health Specialists - Drop the Tag – accredited vocational training courses - Aspire Education – specialist tutoring for young people - Safe and Secure – relocation - SERVE – relocation - Trinity Plus 90% of business is done in partnership with statutory organisations through the multiagency approach - Prisons, probation, YOTs, child services	- Over 10,000 clients engaged - 180 clients mentored each year *NB. Large number is largely due to 'carousel' events in schools*	- Funding for staff training and expansion - Winning large contracts is difficult as a small organisation, and winning sub-contracts means you get far less funding - Submitting consortium bids with partners - Making business sustainable through renting and subletting property
The Prince's Trust	- **Meet at the gates** service for ex-offenders who are then offered ETE and IAG **support services** as well as referrals to specialist services (housing etc.)	**Meet at gates** service	Have a strong ethos of partnership - Police Service - Fire Service - Schools & Colleges - Gate Mate Campaign Signposting to specialist services - SGT – housing - Catch 22	- Over 350 trained mentors - Engaged with 600 young people - Developed GateMate website which has evolved to Just Mentoring website and been adopted by MBF/ NOMS	- Finding suitable jobs for ex-offenders - Effective behaviour change - Finding adequate funding

Project	What do you do?	Unique Selling Point	Partners	Achievements	Challenges
Safer London Foundation	**Grant giving** **EMPOWER:** support programme addressing young women's experiences of sexual violence and exploitation **ASPIRE:** pan-London mentoring programme that matches professionals who have trained as volunteers with young people who have been affected by, or are at risk of, gangs, youth crime and serious youth violence **YOU.Matter:** pan-London project to expand adult volunteer and youth participants in uniformed activity in high crime boroughs. Part of the Mayor's crime reduction strategy **Safe and Secure:** pan-London programme to provide young people with an exit route from gangs **Youth Engagement:** supporting youth engagement with the Met Police	Official charity of the Met Police	▪ Met Police ▪ Local Authorities ▪ Housing Associations ▪ Contract a range of voluntary organisations (including St Giles Trust)	▪ Worked closely with local Met Police officers, communities and organisations to support community-based crime prevention and victim support projects ▪ Provided effective mentoring and gang exit support for young people ▪ Provided high quality interventions for women and girls	▪ Partnership engagement and development ▪ Adequate and sustainable funding ▪ Identifying the right clients

Section 6 - Implemented changes

TSIP delivered an action-focused evaluation and produced an interim report for St Giles Trust's senior management and SOS's senior caseworkers, which identified preliminary findings and recommendations to St Giles Trust for early implementation. The implemented changes covered four main areas: process standardisation (section 6.1), data entry and reporting (section 6.2), staff skills and capacity (section 6.3) and Theory of Change dissemination (section 6.4).

6.1 Process standardisation	In the course of the staff, client and partner interviews, a number of 'best practice' processes were identified across different SOS projects or caseworkers. TSIP's interim report to St Giles suggested that more of the examples of best practice should be standardised across the different SOS projects. TSIP reviewed the different processes in use and recommended standardising the following, across all SOS projects: **Initial 'in the community' engagement process**: Certain SOS projects implement a 3-week rule that focuses caseworker activity during the first 3 weeks of any engagement. First contact with the client is made within 24 hours of referral, the first in-person meeting with clients and initial assessment are conducted within the first week of referral, a support plan is prepared and shared with the client within two weeks of referral, and the first client outcome (e.g. signed up with GP, obtained ID, registered with the Jobcentre or for benefits) should be achieved by the third week. **Initial 'in custody' engagement process**: Certain SOS projects implement a 3-month rule for in custody referral. Under this rule, check ins with clients are conducted once a month for the 3 months prior to release in order to establish a resettlement plan and ensure client 'buy-in' to the process. **Reporting**: The evaluation team also recommended standardisation of reporting processes and templates. See section 6.2 below.
6.2 Data entry and reporting refinement	TSIP recommended clarifying and simplifying current data collection processes and templates in order to ensure that data collected was useful and consistent. Implemented changes include: - Consolidating data held in hard copy case-files and updating electronically (see section A1.3 in Appendix 1). - Hiring an intern to support the collection of data from existing case files. - Creating a simplified caseworker intervention form to record daily outputs and outcomes. - Standardising data collection forms to reduce repetition of data requested. - Standardising all data collection forms to reflect SOS activities across NOMS's 'seven pathways', thereby ensuring data is collected relating to each of the outcomes the SOS Project aims to achieve. - Recording risk scores for clients on a rolling basis in order to demonstrate 'distance travelled'. - Recording the number of activities and time spent on each client engagement in order to demonstrate the amount of work necessary to achieve recorded outputs and outcomes.

6.3 Skills and capacity	TSIP recommended that SOS carry out a staff skills audit in order to assess staff training and capacity building needs. As a result: ▪ A staff questionnaire was created and circulated to establish staff skills and qualifications, as well as staff training provided by SOS. ▪ The completed skills audit has been used as the basis for the evaluation team's recommendations, including minimum requirements to be integrated into best practice. ▪ A volunteer handbook has been developed for new volunteers, setting out instructions including induction requirements.
6.4 Theory of Change dissemination and Project Oracle validation	The SOS Project's Theory of Change, developed by TSIP in conjunction with a Project Oracle researcher (see section 2.3.1), was developed with extensive feedback from key SOS staff and has been used internally to clarify SOS core goals and messages. For instance, the '7 pathways' outlined in the Theory of Change have fed into the re-development of data collection forms discussed above (Section 6.2). Externally, the Theory of Change has been used by SOS staff with stakeholders and potential partners as a tool for communicating the vision and rationale of the SOS Project, and has also been used as the basis of the SOS Project's Level 1 validation on the Project Oracle standards of evidence.

Section 7 - Recommendations and next steps

In this section we outline our main recommendations for the SOS Project, which we break down into four main categories. We make recommendations regarding the overall SOS strategy (section 7.1), the SOS team (section 7.2), and SOS reporting and administration (section 7.3). We then conclude this section by suggesting some immediate next steps (section 7.4) that St Giles should take to implement our recommendations, and by making a recommendation as to whether or not the SOS Project is worthy of investment (section 7.5).

7.1 SOS strategy	**Engagement process**: Implement more rigid referral and engagement process across the SOS Project. Whilst a 'no refusal' approach has been a key principle of the SOS Project, and engagements are typically open, a number of SOS projects are implementing more rigid referral procedures, both due to funder requirements and a realisation that the lack of a fixed referral process and intervention length (see section 5.4.7) could make it difficult to successfully deliver payment by results projects. Also, in line with certain SOS projects (e.g. SOS Kensington and Chelsea), we recommend that there should be a standardised period, probably around 9-12 months, of focused intervention (even if this period is extended for certain clients), provided funder requirements allow. **Adhere to core Theory of Change**: Continue to focus on the core SOS Project model (section 5.4.2), delivering tailored support across the seven pathways, and clarify the intended impact of any extra SOS activities piloted (e.g. music or sport activities) before broader implementation as a core part of any SOS projects. **Review current focus areas across 7 pathways:** OASys data relating to 143 clients highlighted high numbers of drug usage (90.2%) and a significant link to offending behaviour (45%); however, activities and outcomes relating to drugs were typically low priority in comparison to the other 6 pathways. OASys data also revealed that 54.4% of the 143 clients showed indications of physical, sexual or emotional abuse. This indicates that strong links to relevant counselling services for clients may add value to a large proportion of clients over and above the existing mentoring approach, which tends to focus on behaviours and attitudes. **SOS+**: Conduct an additional evaluation specifically focused on SOS+.
7.2 SOS team	**Staff skills and capacity**: Implement and maintain process for assessing staff skills and any training needs, and keep a clear record of these. There should be minimum requirements for staff training needs which are met across the board. **Standardise training across the SOS team**: Identify a core set of training and make sure that all SOS staff have received at least the minimum levels of training e.g. in safeguarding (section 5.4.5). **Get dedicated administrative support for SOS team**: Given the continuing challenge of client-focused caseworkers completing all of their administrative tasks, a dedicated administrative resource across the SOS team, either 0.5 or 1 FTE, would be helpful for ensuring that SOS's outputs and outcomes are accurately captured. **Maintain induction processes for SOS team**: The SOS has strong processes in place for inducting potential team members in SOS approaches (section 5.4.5) e.g. an extended period of volunteering and shadowing before becoming an SOS caseworker. These should be maintained as the SOS Project continues to expand. **Maintain and extend external delivery partnerships**: The SOS Project plays a unique role in 'joining up' with services that clients have often had longstanding problems accessing. The SOS has proved adept at building strong networks with statutory organisations (section A2.3 in Appendix 2) such as the police, probation and youth offending teams, as well as other non-statutory organisations; this is a key aspect of the SOS Project that should be maintained.

7.3 Reporting / project administration	▪ **Capture outputs and outcomes**: The evaluation team has worked with the SOS team to improve the process for capturing outputs and outcomes achieved by SOS projects. These improvements should be maintained and integrated into St Giles Trust's planned organisation-wide reporting changes. In particular, reporting should reflect the SOS Project's Theory of Change, which aligns with the 7 pathways, to ensure that all activities and goals are being reported against. ▪ **Evidence outcomes**: There should be a consistent effort to capture some evidence of SOS's self-recorded outcomes (e.g. of permanent housing found) as these may be the most appropriate indicators of SOS's impact (where simple reconviction counts are not appropriate). ▪ **Reallocate administrative responsibilities**: The SOS team has suggested that simple forms should be used to capture SOS caseworkers' output and any outcomes achieved, which can then be uploaded onto online systems (ideally by a dedicated administrative resource). ▪ **Track referrals and engagements:** The evaluation team had to carry out a substantial administrative exercise to identify which SOS referrals had actually been engaged. Going forward, SOS workers should clearly record when a potential client is referred-only and when they've actually engaged with the service. ▪ **Track closed and lapsed cases:** Very few casefiles were found to be formally closed, despite a significant amount having no activity for several months. SOS workers should clearly record when cases are formally closed, and if cases have lapsed due to client disengagement for an extended period of time. ▪ **Track levels of engagement:** Due to the varied length and intensity of engagements it is difficult to monitor the workload of individual caseworkers and the amount of time typically given to a client. These issues could be addressed by implementing a traffic light system whereby red represents intensive engagement, amber represents moderate engagement and green represents low levels of engagement. Levels would be reviewed and changed as appropriate, in either direction – taking into account the flexibility of engagements. This would allow managers to quickly identify caseworker workloads without an intimate knowledge of each client or case. Recording client engagement levels on a monthly basis would also offer a high level oversight of the amount of work invested in each client engagement. ▪ **Record clients with court cases pending**: SOS caseworkers should clearly record when a client referred to an SOS Project has a case pending, so that this is not reflected as a negative SOS outcome (as the case would have arisen before any engagement with SOS).
7.4 Next steps	The following next steps will be critical for maintaining the changes that have been successfully implemented thus far, and for continuing to expand the SOS Project successfully: ▪ **Continue process standardisation**: The evaluation team identified a range of 'best practice' across the SOS Project. In order to improve consistency and adherence to SOS's Theory of Change, the SOS team should continue its process of identifying and replicating best practice across the SOS Project. This should include an agreed standard engagement period (likely around 9-12 months) and standardised goals for what should be accomplished in that period i.e. this could be an extended version of the '3 week rule'. This will help to ensure effective replication of the SOS Project and will simplify future evaluations of SOS projects. ▪ **Set guidelines for SOS+**: Agree standardised guidelines for SOS+ sessions. These should focus on developing new skills.

7.4 (Continued)	**Staff training:** Use the initial staff skills audit conducted by the SOS team to identify priority training needs and agree a training schedule. **Create staff skills log:** Create a staff skills log to record staff training and skills to date (in line with the audit conducted by the SOS team) and upcoming training schedules. This should be updated regularly so that there is a clear record of the training and skills levels of all SOS staff. **Get administrative support**: Recruit a dedicated administrative resource who will feed into the revised reporting practices once these have been finalised. In the course of the evaluation the SOS team has rolled out intervention outcome sheets that provide a quick way for SOS caseworkers to record outputs and outcomes achieved. These could be collected centrally and uploaded online by a single person (or at least checked by a dedicated team member), reducing the workload for caseworkers and senior management. **Train staff in data collection:** Staff training in how to use the new data collection templates has already been arranged. Training should include reporting outputs and outcomes, referrals and engagements, closed and lapsed cases, levels of engagement and cases pending in line with the recommendations in section 7.3. **Ensure planned new reporting system captures outputs and outcomes**: The evaluation team helped to develop simplified forms for the SOS team; however, as a new group-wide reporting system is due to be implemented in the near future, St Giles Trust must ensure that the system captures the extent of work that SOS caseworkers do (something that has not as standard been recorded to date). This should include capturing outputs and outcomes, referrals and engagements, closed and lapsed cases, levels of engagement and cases pending in line with the recommendations in section 7.3. This will be essential to ensuring that the SOS team can successfully deliver payment by results projects going forward.

7.5   Is the SOS Project worthy of investment?

Mentoring has been identified by NOMS as a promising approach to reducing reoffending, and there is some evidence of its success in the wider literature. However, there is also evidence of a number of mentoring programmes that do not successfully reduce reoffending. This inconsistency highlights the importance of the *detail* of each individual programme – how it is designed, and how it is implemented in practice. This evaluation has shown that the SOS Project has a number of positive elements in this respect, and for that reason **TSIP believes that the SOS Project is ready for increased investment** so that it can improve its implementation and the quality of its scaling.

However, **this recommendation is contingent on a number of important conditions being met**:

- St Giles Trust should improve (or recruit dedicated assistance) the SOS Project's administration; in particular, it should ensure that substantive data is collected relevant to its intended outcomes (intermediate/reconviction data).
- Any further investment should consider the unit cost of the service to understand Value for Money
- St Giles Trust should continue to adhere to its Theory of Change, particularly when executing delivery of SOS or planning any changes to the SOS Project or delivering future evaluations.
  - St Giles Trust should ensure that recruitment processes and related caseworker quality are maintained when scaling up this intervention.
  - St Giles Trust should ensure that any alteration to the SOS Project model, as well as the continued rollout of SOS+, align with known best practice.
  - St Giles Trust should ensure that all staff consistently receive appropriate training.

Glossary

Assessment - a process where a caseworker identifies a client's needs, vulnerabilities and risks.

Asset is a structured assessment tool used by YOTs to assess the risks and needs of young offenders.

Case is when an engagement with an individual client or family where the recipient is assessed and receives a service based on that assessment. Cases will typically have a formal or informal open, suspension and closing process, although they will not typically last for a pre-defined period of time.

Casefiles are hard copy files containing records relating to one specific client.

Casework is work devoted to the needs of individual clients or their cases.

Client a person who engages with an SOS caseworker and receives the services offered by the SOS Project.

Criminal Justice System (CJS) covers agencies such as the police, the Crown Prosecution Service, the courts, prisons and probation, who work together to deliver criminal justice.

Engaged clients refers to those clients who agree to work with SOS workers and who go on to receive some form of service (e.g. housing, drug support).

ETE stands for Employment, Training and Education.

FTE stands for full-time employee.

HPU stands for Homeless Persons Unit, it is also known as Housing Options.

IAG stands for Information, Advice and Guidance. IAG is distinct from mentoring, as it is focused more on providing neutral advice, factual information and referrals to clients.

LA stands for Local Authority.

MBF Stands for Mentoring and Befriending Foundation.

Meet at the gates is a service provided by SOS workers in which a client is met at the prison gates and escorted to various housing or benefits appointments.

Mentoring is providing an environment for a client to explore their needs and aims, often with a significant focus on the encouragement of behavioural and attitudinal change, and the challenging of assumptions.

Monthly Reporting statistic is a standard form completed on a monthly basis by each worker on programmes run by St Giles. It is based primarily on client outcomes.

NOMS stands for the National Offender Management Service, an executive agency of the Ministry of Justice.

OASys stands for Offender Assessment System, a system used for assessing the risks and needs of offenders aged 18 and over. It consists of a series of forms which are used to carry out clinical assessments of offenders.

OEP stands for the National Offending Management Service Offender Engagement Programme.

OGRS3 means the Offender Group Reconviction Score, it is a predictor of re-offending based only on static risks, e.g. age, gender and criminal history.

PNC stands for Police National Computer, a computer system containing several databases used for law enforcement purposes.

Relocation service means a service designed to move a person to a different area for their safety, and / or to assist in their transition away from crime.

Referred only means a client is referred onto the SOS Project but does not engage with workers and therefore does not receive any form of service.

Referred means a client that is sent to the SOS Project by another organisation to receive a service that will meet their needs. This can come be from prisons, probation, community organisations or themselves.

Seven pathways include 'ETE', 'Housing', 'Benefits and Finance', 'IAG (Mentoring)', 'Family Liaison', 'Specialist support (Alcohol & Drug dependence)' and 'Criminal Justice support'. Activities may be conducted for a client across any or all of these pathways, in line with the clients' needs.

Signposting is assistance provided by SOS workers to help clients identify available resources (without providing direct assistance to help access the service).

SOS logs are the internal spreadsheets that SOS caseworkers use to log referrals. The evaluation team developed this log to try and understand data and trends about clients. After working together (the Evaluation and SOS team), usage practices have been standardised across SOS projects.

SOS Project is the overall SOS Project, including all of the individual projects run under the SOS banner as detailed in section 2.

SOS [Area Name] refers to individual projects run under the SOS banner (e.g. SOS Croydon, SOS Kensington and Chelsea and SOS Southwark).

ToC means Theory of Change; a form of programme evaluation which uses a diagram to outline the programme activities and outcomes and the theoretical causality between the two.

YOI stands for Young Offenders Institution.

YOT stands for Youth Offending Team.

YOS stands for Youth Offending Service, the name given to YOTs in some local authority areas.

Appendix 1: Our approach to the evaluation

In this appendix we outline our approach to evaluating (i) the effectiveness of SOS projects at achieving their desired outcomes - reducing reoffending rates (section A1.1) and reducing gang involvement (section A1.2), (ii) the SOS Project's outcomes data (section A1.3) and (iii) the SOS Project's programme of activities and Theory of Change (section A1.4). Finally we discuss how the interviews of SOS staff, clients, stakeholders and benchmarked organisations were conducted (section A1.5).

A1.1 Client reconviction analysis (Southwark and Croydon)
The methodology used for carrying out a high level client reconviction analysis is outlined in Table A1.1 below:

Table A1.1: Client reconviction analysis

Activity	Description
Plan client reconviction study	• **Initial plan**: TSIP planned to conduct a client reconviction study involving a comparison of the actual reoffending rates of young people engaged by SOS Croydon and SOS Southwark with their predicted reoffending rates (based on Asset or OASys scores).
Application for access to data	• **Data sources**: Data for a client reconviction study requires access to data from five different sources (i) Police National Computer (PNC) files; (ii) National Offender Management Service (NOMS) Offender Assessment System (OASys) files, (iii) Croydon Youth Offending Team Asset records, (iv) Southwark Youth Offending Team Asset records and (v) SOS administrative files. • **Approved data requests**: An application for approval of the project was submitted to both the Police National Computer / Databases Information Access Panel (PIAP) and NOMS's planning and analysis group National Research Committee. Separate applications were submitted to access PNC and NOMS data as well as to Croydon YOT and Southwark YOT, with support from the Youth Justice Board.
SOS clients' data	• **Data sharing requirement**: SOS data was used to identify the young people who were referred to SOS Croydon and SOS Southwark, and to establish if their case-files contained a data sharing agreement (needed for data applications). On review by NOMS, it was found that the consent forms used by St Giles did not explicitly refer to data sharing for research purposes. However, TSIP reviewed relevant data protection legislation and agreed with NOMS on the existence of a relevant exemption for data that is shared for research purposes, which allowed the sharing of anonymised client data without a consent form. • **Data sharing levels**: From a potential 301 young people referred to SOS Croydon or SOS Southwark, PNC files were able to identify 248 of the conviction histories of SOS clients. Full OASys data matches were found for 143 (47.5%) of the 301 young people. Not all young people for whom OASys forms were requested had available forms associated with any sentences prior to engagement with SOS. In these cases, the form closest to the intervention date was used. As a very low number of Asset data matches were found for SOS clients aged under 18, these were excluded from the analysis.
Analysis	PNC convictions data were analysed separately from OASys data: • **PNC data usage**: PNC data was used to summarise sentencing and offending histories. • **OASys data usage**: Asset and OASys data was used to give an indication of risks and needs assessed, and to identify predicted reoffending rates.

A1.2 Gang analysis (Southwark and Croydon)

The methodology used for carrying out a gang analysis exercise is outlined in Table A1.2 below:

Table A1.2: Gang affiliation and activity analysis

Activity	Description
Plan gangs analysis study	• **Initial plan**: TSIP planned to analyse the extent to which SOS Croydon and SOS Southwark targeted known gang members, and the levels of expected gang-related activity before and after engagement with SOS.
Application for access to data	• **Data sources**: Data for this exercise required access to data from three different sources: (i) MPS Crime Recording Information System (CRIS), (ii) the Police National Computer (PNC) database and (iii) the MPS intelligence system (CRIMINT). • **Approved data requests**: An application for the data was submitted to the MPS.
SOS clients' data	• **Data sharing requirement**: SOS data was used to identify a selection of young people who were referred to SOS Croydon and SOS Southwark who were known to have at least some level of gang-related activity. Based on an assessment by SOS staff, the evaluation team provided details for 171 people, around half of which were suspected of a high level of gang involvement and half of low level of gang involvement.
Data Preparation	• **MPS data preparation methodology**: The MPS and related data on selected SOS clients required preparation in order to conduct an analysis of suspected gang involvement and activity. CRIS was used to assess suspected criminal activity before, during and after the SOS intervention. CRIMINT data was used to assess whether individuals were believed to be gang members, affiliates, or similar. PNC data was used to identify offences that were outside of MPS or that were not otherwise recorded. All calculations presumed a 12-month intervention period, and looked at offences or suspected offences 12 months pre and post intervention. Only crimes related to violence against the person, acquisitive crimes and drug supply offences were included in the results. Also, because of the interest in suspected activity, ***PNC data used by MPS includes offences where a person was found not guilty or where charges were dropped***. • **Final MPS sample**: Data was found to be available on 154 of the 178 clients submitted, 17 had no trace of activity in MPS or other used systems, and 7 records were found to be duplicates whereby alias names had been used.
Analysis	MPS and related data were used to summarise the extent of known gang involvement amongst identified SOS Croydon and SOS Southwark clients

A1.3 Review of administrative data

The evaluation team worked closely with the SOS team to understand and review the internal processes and systems of the SOS Project. There were 6 sources of reporting information across three main types of reporting documents: the log, the monthly reporting statistics and the hard-copy case-files (see graph A1.3). The log is the internal system of recording SOS client information and outcomes, and is based on paper files which are transferred to an Excel spreadsheet. The Project also has monthly reporting requirements, standard across the organisation, which are based primarily on client outcomes. Since these are two separate mechanisms, there is no formal requirement for this information to be linked. There were a number of overlapping logs for the SOS Project involving the same clients; over 2,800 rows of data were consolidated to identify 729 unique SOS clients (an average of 4 rows per client). Each paper case-file was checked to ensure that it was accurately recorded in a consolidated 'master' spreadsheet and, due to a significant number of incomplete records, casefiles were used to manually update this spreadsheet. This manual review of casefiles represented a major exercise by the evaluation team, and involved reviewing 308 casefiles across five St Giles Trust sites.

Graph A1.3: Collation of administrative data
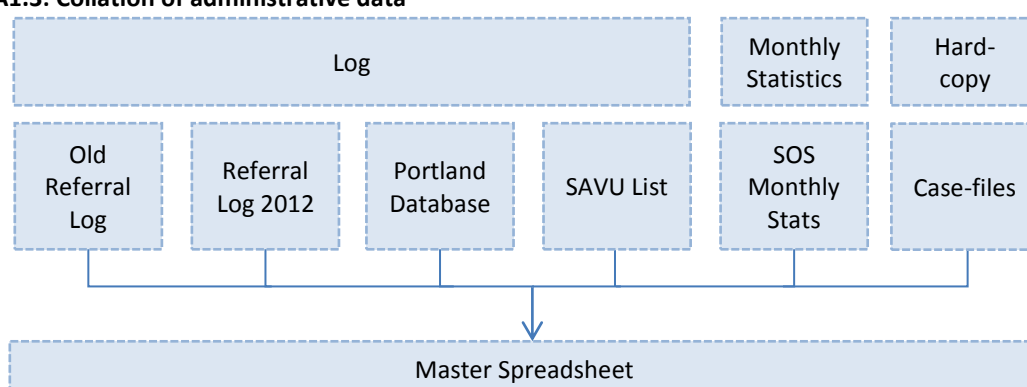
A1.4 Programme assessment
A1.4.1   Understanding SOS's Theory of Change

As outlined in detail in Section 2.3, TSIP worked with the SOS team to codify the SOS Project's Theory of Change. This involved working with SOS caseworkers and senior management to map their understanding of the SOS intervention, as well as a comprehensive review of available programme documentation.

A1.4.2   Review of the core SOS Project

To complement TSIP's analysis of the administrative data collected by the SOS team, TSIP used a combination of available project data detailing SOS methodologies and staff and partner interviews in order to assess the delivery of the SOS Project: how well the delivery of SOS aligned with SOS's Theory of Change, and how well this delivery mapped with known understandings of what is effective at reducing reoffending amongst the target client group. TSIP compared the SOS Project's core processes to NOMS identification of key risk factors that drive reoffending, identifying what elements, if any, of the SOS Project's approach targets identified risk factors and aligns with evidence-based or promising approaches (see section 5.1.2).

A1.5 Interviews and benchmarking

Table A1.5 below outlines the process used to interview clients, staff, partners and benchmarked providers:

Table A1.5 Interview and benchmarking methodology

Activity	Description
Interview plan and templates	The evaluation team developed an interview plan of internal / external stakeholders (including staff, clients and alternative service providers) to consult regarding the SOS Project and / or the sector.
Client interviews	The SOS team identified a long list of clients from the SOS Southwark and Croydon projects who might be available for interview. A short list of clients was then selected at random by TSIP, from which 10 clients were successfully interviewed. However, not all clients selected for interview turned up. Additional interviews were therefore conducted to supplement initial numbers. These interviewees were selected by the SOS team based on availability. A total of 16 client interviews were eventually conducted. All interviews were conducted face-to-face, and all included written notes.
Staff interviews	14 staff interviews were conducted in total: 3 with executive staff and 11 with project staff / caseworkers. Interviewees were selected from a range of SOS projects (including Safe and Secure and SOS+) in order to capture a comprehensive oversight of the project. At the time of the evaluation there were more than twenty workers and volunteers on the project, and informal discussions were held with all of them. All of the interviews were semi-structured, recorded, and conducted face to face.
Partner agency interviews	The evaluation team conducted in-person interviews with nine external stakeholders who had worked directly with SOS Croydon and / or SOS Southwark, in order to discover outside perspectives on them. Individuals at various organisations were consulted, such as police, probation, YOTs and other resettlement services.
Benchmarking	4 benchmarking interviews were carried out with relevant external providers, who either provide similar services to the SOS Project or who target a similar client group to the SOS Project.
Analysis	The 35 interviews were analysed separately by the interviewers using a thematic approach. The key themes from each group were then analysed to establish commonalities and points of difference.

Appendix 2: Interviews analysis

A2.1 Client interviews

Client interviews addressed three key aspects of clients' engagement with SOS: the referral process, the services provided or accessed by SOS and the impact of engagement with the Project.

Over 30 clients or ex-clients were approached to take part in an interview, with 16 client interviews successfully conducted. All interviewees were chosen from the Croydon or Southwark projects – the two longest running SOS projects. Clients were selected randomly in part, however availability was also a key factor. The interviewees ranged from clients who had engaged with SOS in the last couple of months to clients who had engaged with SOS as much as 7 years ago. A summary of the findings from the interviews is provided below:

The Referral Process

- 44% of clients were introduced to SOS through their **prison or YOI**, although referrals were also provided by YOTs, police, probation and community agencies.
- 25% of those interviewed were either **self-referred or recommended by a friend**.
- Both the referral process and continued contact with caseworkers were **reported to be very easy,** with only one client reporting having any difficulties.
- Although some clients were initially **met by a caseworker before their release from prison**, this was not the case for all clients who were released. Similarly, a few clients were met at the gates but this was not consistent across all clients.

The Services Provided

"They actually get results. No one else does that for you."

"They give 100% support - you can ask them to help with anything."

- The most common needs reported by SOS clients were **ETE (75%) and housing (56%),** followed by benefits (25%) and changing attitudes (19%).
- Other needs mentioned included stopping involvement with group crime, avoiding re-offending, family liaison, relocations, reintegration and staying off the streets.
- No clients admitted to needing support with alcohol or drug dependence.
- 73% of clients agreed that ex-offender mentors were important, highlighting that they felt they could relate to them and that their success inspired them to believe they could change too. 27% said they felt the quality of service delivery was more important, and could be delivered just as well by non-ex-offender caseworkers.
- 69% of clients received help accessing benefits.
- 88% of clients said that SOS had supported them in trying to access ETE opportunities. 19% of clients had been offered a job, with an additional 38% studying or training for a qualification.

The Project Impact

"If it wasn't for [the SOS case-worker], I'd have been in jail."

"I had a stupid, ignorant attitude but they taught me that you don't need to think like that."

- 31% of respondents said the Project had helped them deal with gang involvement, and 63% of clients said they had successfully stopped hanging out with negative peer groups or associates.
- Of the 16 clients interviewed, **only 3 (19%) had offended / re-offended since engaging with SOS**.
- **87% of clients said that engaging with an SOS Project had changed their attitude to offending**. The other 13% agreed that their attitudes had changed, but attributed this to themselves rather than the SOS Project.
- **94% of clients said they would recommend the SOS Project to a friend**; only 1 client said they would not.
- **80% of clients mentioned staff support and advice as the best thing about the SOS Project,** compared to 47% who mentioned access to services.

Areas for improvement

When asked, "What is the worst thing about SOS?" most clients said "nothing". Suggestions made related to a mixture of matters not directly under SOS workers' control and to changes in staff assignment, e.g.:

- Length of time waiting for housing.
- Temporary accommodation in a hostel.
- Activities being cancelled.
- Being moved to different caseworkers.

A2.2 Staff interviews

Staff interviews addressed three key aspects of the SOS Project: working with other organisations, administrative requirements and project delivery and impact.

14 St Giles Trust staff were interviewed in total: 3 executive staff, 2 SOS managers and 9 SOS caseworkers. Caseworkers selected for interview represent 5 different SOS projects as well as the Safe and Secure and SOS+ projects.

Working with other organisations

"I've been in meetings on previous projects where I was only allowed in the first half and then asked to leave the room. It's not like that here - there are no barriers."
"Sometimes we need to go outside and take a deep breath."

- 80% of staff thought that the referral process worked effectively or extremely effectively; only 10% felt it was ineffective.
- Staff who agreed the process was effective still mentioned difficulties with the process, including: unnecessary referrals, too many referrals, slow referral process, confusion regarding where each referral is from, differences between the way each borough works, and lengthy referral forms which partners want SOS to support with.
- 86% said that SOS worked successfully or very successfully with other organisations. Only 14% said they felt engagement with other organisations was average.
- Several staff mentioned the need to work more closely with various organisations including social services, hospitals, statutory bodies and job centres, as well as the need to take a more strategic approach to partnering with YOTs.
- The Family Centre in Addington and 22 Foundation (conflict resolution) were mentioned as organisations SOS should partner with.

Administrative requirements

"It is easy for case-files to take a back seat when you have so much going on."
"It is a necessary evil … we need an evidence base to demonstrate our work."

- 55% of staff said their caseload was heavy or very heavy, 27% said it was appropriate and 18% light.
- All staff reported being required to carry out administrative work as part of their role.
- 60% felt the level of administrative work was necessary; only one person thought it needed to be reduced.
- It was also noted that admin requirements vary by borough and / or funder requirements.
- One staff member mentioned that reporting administrative tasks are inefficient because of the duplication required, and another suggested that one afternoon a week should be set aside for administrative work.
- 50% of staff mentioned the data collection and IT systems as a weakness of the SOS Project.

Project delivery and impact

"[The SOS team] go above and beyond."
"My personal experience [as an ex-offender] helps me every day."

- When asked what the most common areas of needs are for young people accessing SOS services, 55% of staff mentioned housing and attitudes and behaviour, 36% mentioned ETE and benefits and 18% mentioned family relationships.
- When asked about the strengths of the SOS Project, most staff commented on the quality of the staff team. 79% mentioned staff passion, 57% mentioned ex-offender staff, 21% mentioned staff professionalism and 14% mentioned persistence.
- In comparison, 7% mentioned delivering services, 7% singled out IAG and 7% mentioned early intervention.

Project delivery and impact (continued)

- When asked about the weaknesses of SOS, 50% mentioned data collection and IT systems, 21% mentioned limited training, and 14% lack of standardization and heavy workload.
- Other weaknesses included needing greater coordination with statutory organisations, irrelevant meetings, the inter-agency approach, staff handover processes, quality of temporary accommodation and speed of access to ETE services.
- 100% of ex-offender staff said their personal experience helps them do their job better.

A2.3 Partner interviews

Partner interviews were designed to take into account the different relationships between partners and the SOS projects. Separate questions were prepared for partners who refer clients to SOS and work with SOS. All partners were also asked their opinions of the SOS Project and its impact.

Nine interviews were conducted with individuals from a range of partner organisations in the boroughs of Croydon and Southwark. Individuals were selected on the basis of their role, in order to ensure that a variety of roles were represented.

Partnership approach

"The [referral] process works smoothly, I would not make any changes."
"I would like things like common IT systems as there is currently some duplication."

- When asked the key needs of clients referred to SOS, 50% of partners mentioned ETE, 38% mentioned housing, IAG and family issues, and 25% gang involvement. Welfare issues, domestic violence, mental health and benefits were all mentioned by 13%.
- Organisations who referred clients to an SOS Project said the process worked well; both Croydon and Southwark hold regular panel meetings for organisations involved in the referral of clients.
- 86% of partners questioned said their experience of working with SOS was either good or very good. Only 1 partner described the relationship as average.
- However, several partners mentioned that the quality of the relationship had changed over time; one partner mentioned that the relationship had got better over the past 9 months, another that it had previously been better but had recently been less so.

SOS strengths and impact

"Nobody has got a bad word to say about their engagement."

"We had one client who we didn't know what do to with anymore and we handed them over to the St Giles Trust worker … since then the client hasn't missed a single appointment."

"There would be a massive gap if [SOS] weren't there."

"A few years ago SOS would have been unique … but now there are more rival organisations."

- 100% of partners agreed or strongly agreed that SOS helps clients either stop or reduce re-offending.
- 100% of partners said that the relationships between SOS staff and their clients were either good or very good.
- When asked what the strengths of the SOS Project were, 44% of partners mentioned staff passion and dedication, 33% that the Project addresses the needs of the client holistically, while 22% mentioned the staff's relationship with clients and the partnership approach.
- Only 22% mentioned ex-offender mentors as one of the key strengths of the Project.
- Partners gave a wide variety of perceived weaknesses of the Project. 2 partners mentioned the need for further staff training.
- Other weaknesses mentioned included inconsistency in achieving outcomes, mixed ability of staff and workers being over-stretched. Each was only mentioned by a single partner.

Appendix 3: Overview of SOS projects

A3.1 Overview of SOS projects

Table A3.1 below outlines the complete range of projects, past and present, delivered under the SOS banner:[xxxv]

Table A3.1 SOS projects overview

Project	Operation Period	Referrals	Client Profile	Activities						Delivery Partners
				Early intervention	Resettlement	Relocation	Gang exit	Mentoring / IAG support	ETE, Housing, Benefits, Drugs, Alcohol	
Southwark Pathways	2006-2012	Southwark council and Safer Neighbourhoods team	Young People involved in serious gang related crime		✓		✓	✓	✓	Worked with police and community safety team
Southwark Serious Anti-Violence Unit (SAVU)	2012-present	Southwark Council, Community Safety Team, Youth Offending Team police,	Young People involved in serious gang related crime				✓	✓	✓	Work with Police, Probation, YOT, and the Community Safety Team
Croydon Transition to Adulthood	2009-2012	Police, Probation service and Youth Offending Team	Young people aged 15-25 at risk or involved in gang related crime during transition stage from YP to adult services				✓	✓	✓	Worked alongside local YOT workers in some cases
Croydon SOS	2012-present	Police, Probation service and Youth Offending Team	Young People involved in serious gang related crime				✓	✓	✓	Work as part of multi-agency panel
SOS +	2010-present	YOTs, LAs, Schools, youth groups	Young people involved or at risk from involvement in gangs (12+)	✓						Work with schools and youth groups

Project	Operation Period	Referrals	Client Profile	Early intervention	Resettlement	Relocation	Gang exit	Mentoring / IAG support	ETE, Housing, Benefits, Drugs, Alcohol	Delivery Partners
				Activities						
K&C Gangs Project	2011-present	Police, YOTs, probation service, community	Youth at risk of offending or ex-offenders				✓	✓	✓	Referral partners only
Ealing SYVS	2011-present	Local Serious Youth Violence Panel, (including YOT, probation service, police and LA)	Very serious offenders aged 10-19				✓	✓	✓	Work with police Violent and Organised Crime Unit (VOCU)
Ashfield and Portland Resettlement	2011-2012	YOI resettlement teams	Young offenders returning to London Boroughs		✓		✓	✓	✓	Worked with probation and resettlement teams
Greenwich Serious Youth Violence Service (SYVS)	2011-present	Five local Serious Violence Panels, (including YOT, probation service, police and LA)	Very serious offenders aged 10-19				✓	✓	✓	Worked with police Violent and Organised Crime Unit (VOCU)
Westminster	2012-present	YOT and partner agencies	Youth at risk of offending or ex-offenders				✓	✓	✓	Work with 'Your Choice' - Westminster North integrated team in the borough
Southwark SERVE	2009 – present	Southwark anti-social behaviour unit	Young people and families at risk of serious violence through gang related crime			✓ (Short-term only)	✓	✓		Work with Southwark Council
Safe & Secure / 'Spot purchases	2012 – present	Police, LA Gangs Unit or Community Safety teams	Young people and families at risk of serious violence			✓	✓	✓	✓	Work with Safer London Foundation and Met Police

Appendix 4: SOS Project activities and outcomes

The next four sections outline client activities and outputs for four of the SOS pathways according to SOS data: ETE (A4.1), Housing (A4.2), Benefits (A4.3) and Mentoring / IAG (A4.4).

A4.1 ETE activities and outcomes

ETE activities were carried out for 263 clients. This represents 69% of the total clients engaged with the SOS Project. However, ETE activities were recorded for 83% of clients whose casefiles were viewed, compared to 59% of clients whose casefiles were not found. It is therefore likely that more than 69% of clients received ETE support but that this information was not recorded in the monthly stats or logs that were kept online.

ETE outcomes were recorded for 193 clients: 73% of those for whom ETE activities were carried out. The percentage of outcomes recorded was only nominally higher for clients whose casefiles were found (74%) than for those whose casefiles were not (73%). It is noticeable that the difference in information collected between clients with casefiles and clients whose casefiles were not found is far greater for activities than it is for outcomes: 24% compared to 1%. This implies that information relating to outcomes was more consistently recorded in online data sources (monthly stats and logs) than information relating to activities. See chart A4.1.1.

Chart A4.1.1 ETE activities and outcomes
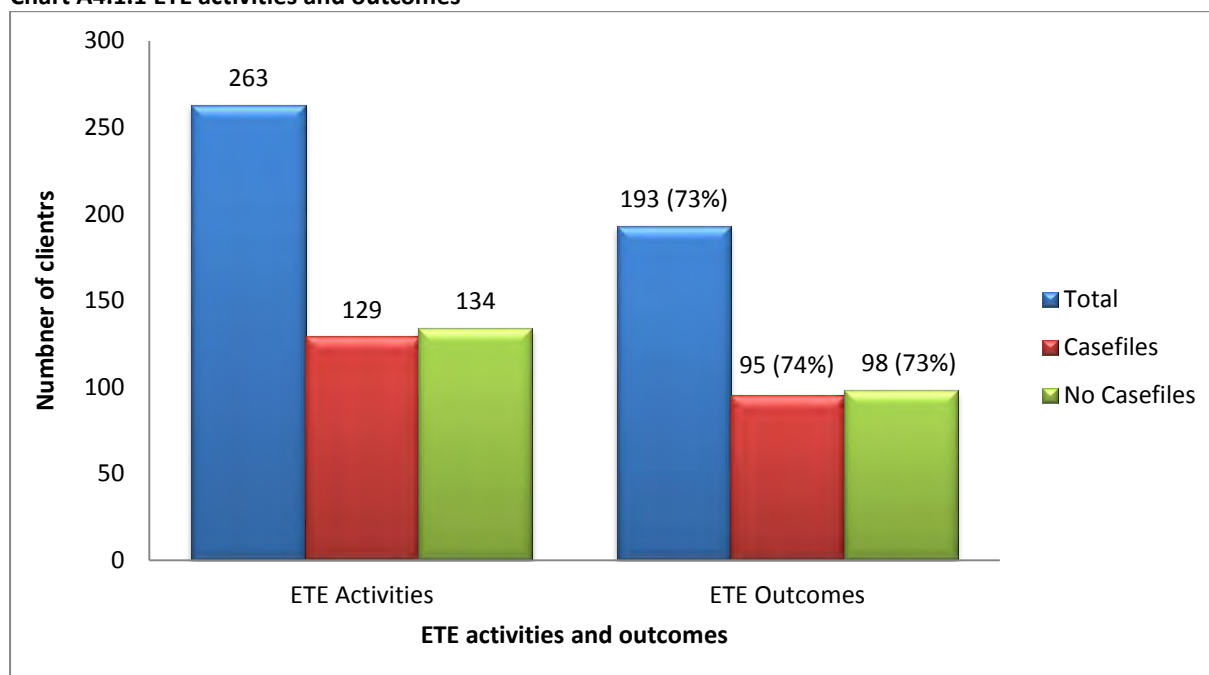
Note: Outcome percentages are calculated against the number of clients who engaged in ETE activities

Although the number of clients receiving ETE outcomes varied considerably by age, this was reasonably consistent with the age breakdown of the total number of clients involved in the Project (see chart A4.1.2).

Chart A4.1.2 ETE outcomes by age
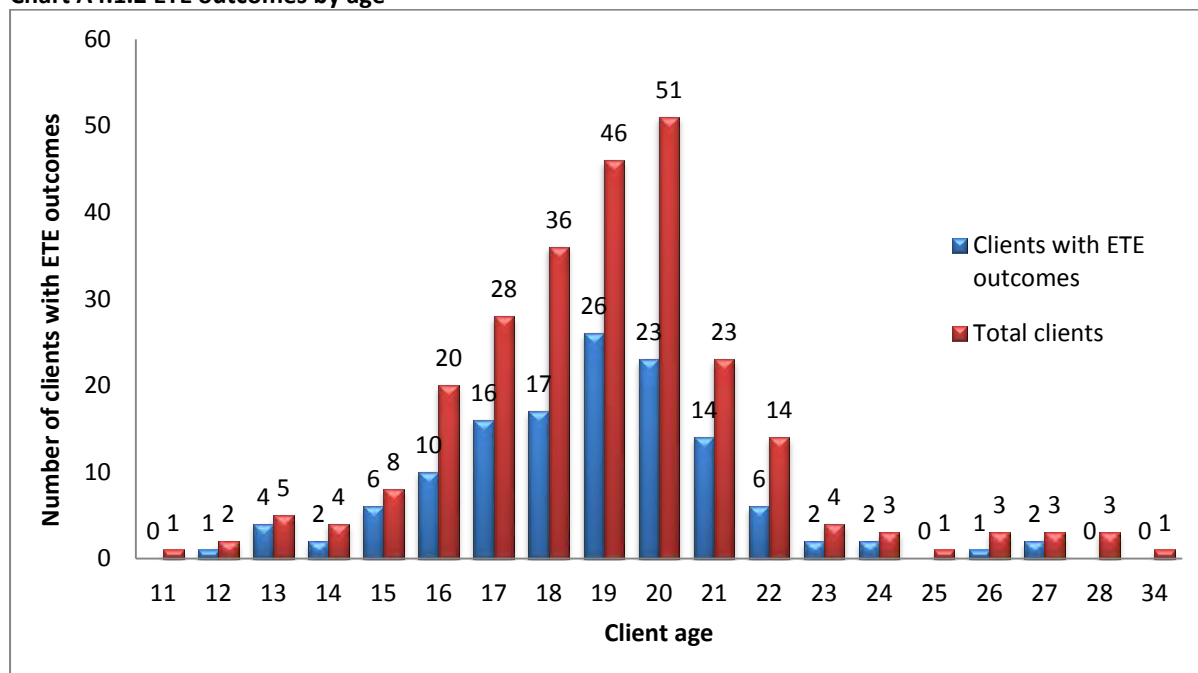
A4.2 Analysis of housing needs and outcomes

Housing needs were identified for 279 clients: 72% of the total number of clients who engaged with the SOS Project. Of those clients whose casefiles were reviewed 76% had recorded housing needs, while of those without 71% had housing needs identified. Housing needs relate to both temporary and permanent accommodation, with some clients needing only one or the other and some requiring both.

In total, 260 housing outcomes were recorded across temporary accommodation and permanent accommodation outcomes. This refers to 213 distinct individuals who were successfully housed into either temporary accommodation, permanent accommodation or both, equating to 76% of those who had an identified need. This percentage rises to 89% for clients whose casefiles were found, and drops to 67% for those whose casefiles were not. See chart A4.2.1.

Chart A4.2.1 Housing needs and outcomes
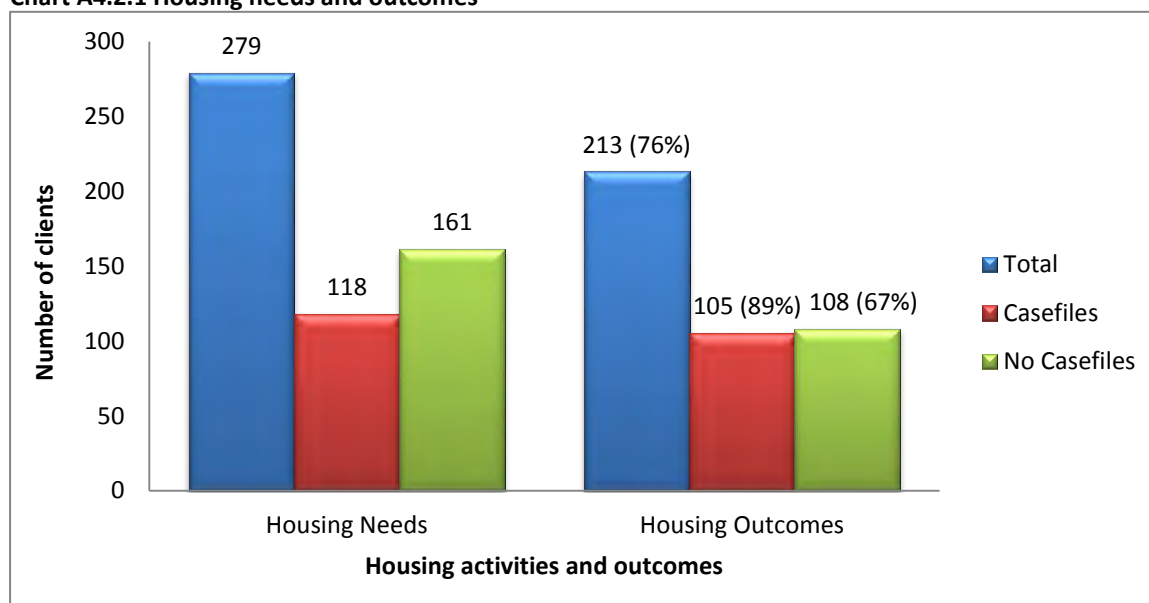
Note: Outcome percentages are calculated against the number of clients with identified Housing needs.

Depending on client needs, housing outcomes could be achieved for temporary and / or permanent housing. Of the total number of housing outcomes achieved 48% were for temporary housing and 52% were for permanent housing. However, the breakdown of housing needs across temporary and permanent housing was not consistently recorded, and outcomes cannot therefore be analysed as a percentage against identified needs across these two categories. See chart A4.2.2.

Chart A4.2.2 Housing outcomes: temporary and permanent
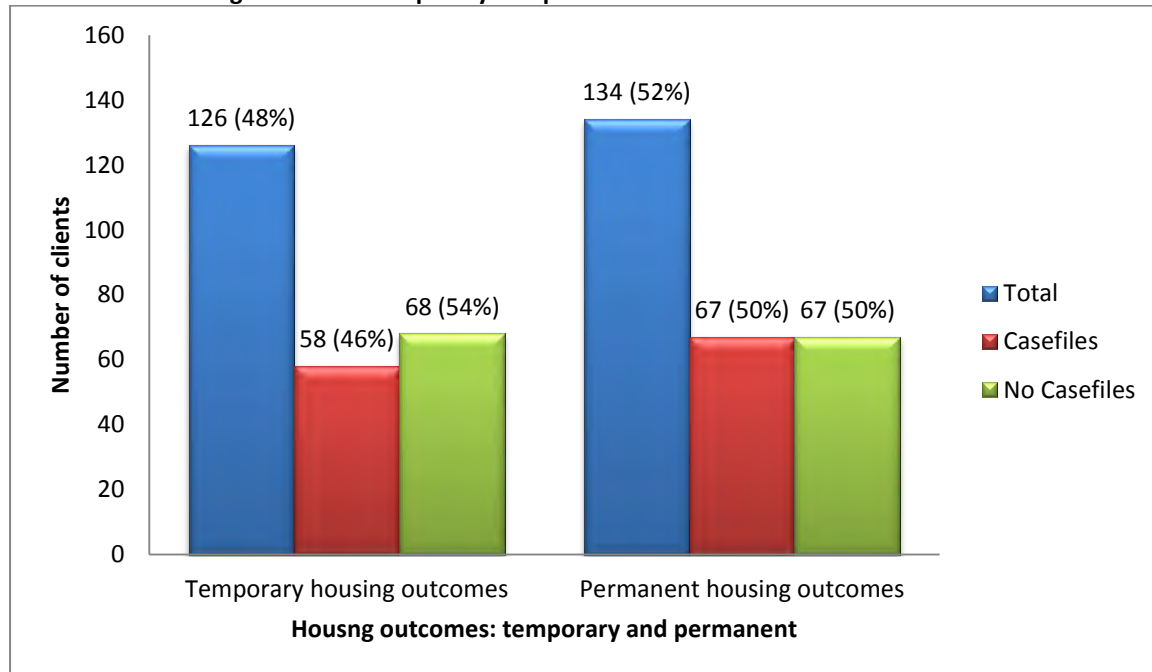
Note: Outcome percentages are calculated against the total number of Housing outcomes (Chart A4.2.1)

Housing needs and outcomes were analysed across the different SOS Projects in order to assess whether housing outcomes were provided consistently across them. All SOS Projects had a success rate (outcomes against needs identified) of 60% or higher. See chart A4.2.3 and table A4.2.4.

Chart A4.2.3 Housing outcomes by SOS Project
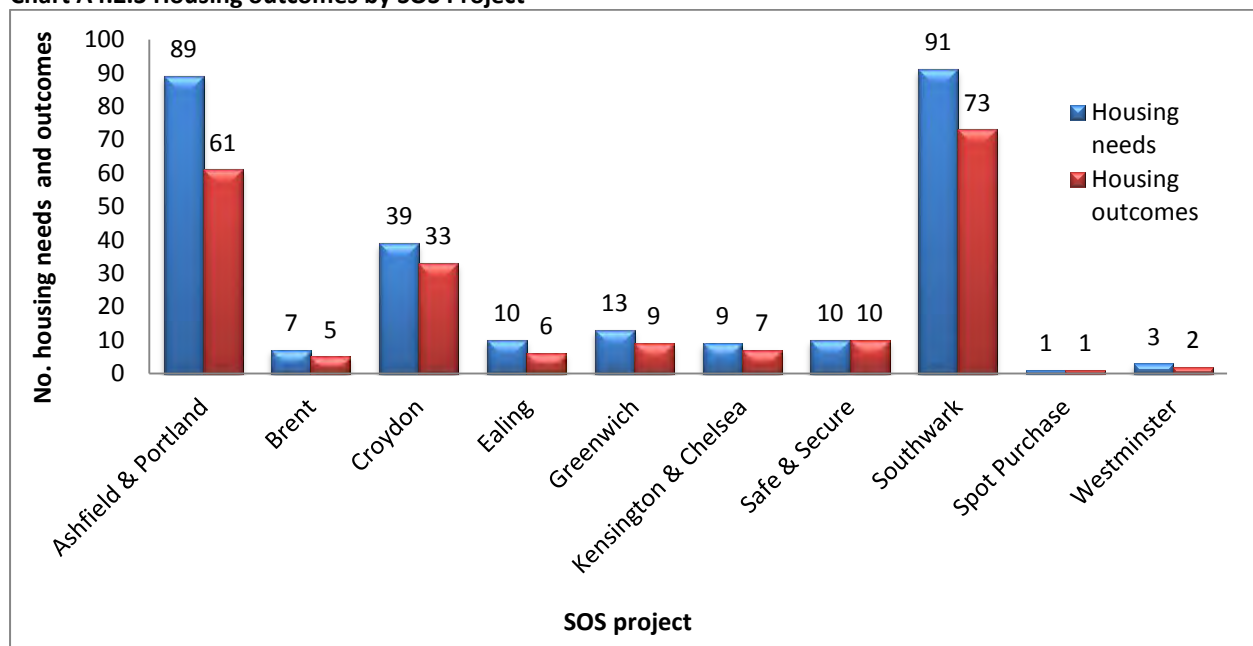
Table A4.2.4 Housing outcomes by SOS Project

SOS Project	Success in achieving outcomes (%)	Ranking by project
Safe & Secure	100%	1
Spot Purchase	100%	1
Croydon	85%	2
Southwark	80%	3
Kensington & Chelsea	78%	4
Brent	71%	5
Ashfield & Portland	69%	6
Greenwich	69%	6
Westminster	67%	7
Ealing	60%	8

It should be noted that identified needs which have not yet been met by an outcome do not necessarily imply that activities have been unsuccessful; activities may be ongoing. However, the data collected does not specify whether or not this is the case.

A4.3 Benefit Outcomes

Benefit outcomes were recorded for 166 clients: 43% of the total number of clients engaged with the project. This rose to 52% for clients whose casefiles were reviewed, compared to 37% for clients whose casefiles were not (see chart A4.3). However, the fact that housing outcomes were achieved for 56% of all clients engaged with the SOS Project (and 67% of those whose casefiles were reviewed) suggests that the number of clients who successfully accessed benefits through the SOS Project might in fact be significantly higher, since most clients needing housing will also need housing benefits (although the lower figures in benefits received could also be explained by clients whose housing outcome involves living with family or friends). This may still have been recorded as an outcome if family liaison and negotiation involving the caseworker was necessary to secure this arrangement. However, anecdotal evidence from client interviews supports the view that a higher percentage of clients received support in accessing benefits than was recorded – of those interviewed, 69% received access to benefits. It seems feasible that accessing benefits is seen as a means to achieving other, larger outcomes (housing etc.) and was therefore recorded less consistently than other outcomes.
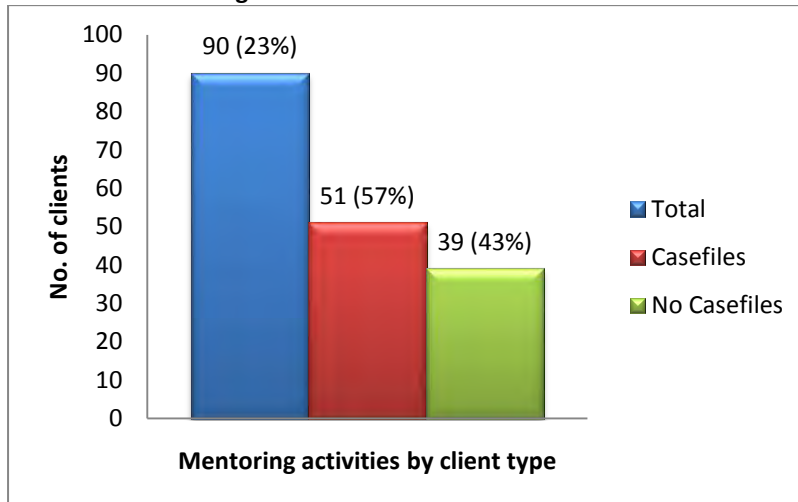
Chart A4.3 Benefit Outcomes
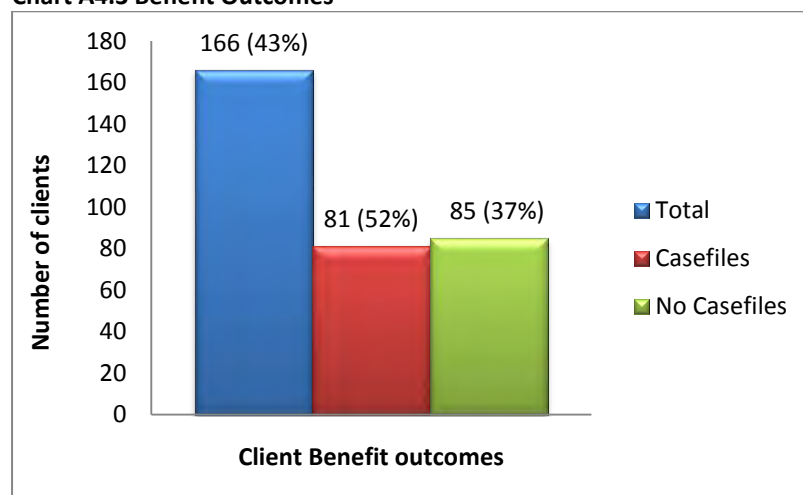
Note: Percentages for "Total" client benefit outcomes are calculated against the total number of engaged clients (38); percentages for "casefiles" / "no casefiles" are calculated against "Total" client benefit outcomes (166)

A4.4 Mentoring activities

Mentoring activities were only recorded for 90 clients: 23% of those who engaged with the service (see chart A4.4). This is far lower than expected. Anecdotal evidence from client and staff interviews indicates that mentoring and IAG is provided to almost all clients: 80% of clients interviewed mentioned staff support and advice as the best thing about the project, while 87% said it had changed their attitude to offending. It seems likely that the ongoing and flexible nature of the mentoring provided resulted in many caseworkers failing to record this as a specific activity.

Chart A4.4 Mentoring activities

Note: Percentages for "Total" mentoring activities are calculated against the total number of engaged clients (387); percentages for "casefiles" / "no casefiles" are calculated against "Total" mentoring activities (90)

Appendix 5: Acknowledgements

Appendix 6: References

[i] Ministry of Justice (2010) Transforming Youth Custody: Putting education at the heart of detention – A Consultation Paper

[ii] NOMS Commissioning Intentions for 2013-2014: Discussion Document

[iii] https://www.gov.uk/government/news/rehabilitation-revolution-next-steps-announced

[iv] Figure 1.0 Youth Justice Board (2012) Monthly Youth Custody Report - August 2012, London: Youth Justice Board (taken from Bromley Briefings November 2012)

[v] Table 1.1a, Ministry of Justice (2012) Offender Management Statistics Quarterly Bulletin, April to June 2012, London: Ministry of Justice (taken from Bromley Briefings November 2012)

[vi] General reoffending figures: Proven Reoffending, Proven reoffending tables: July 2010 – June 2011 (https://www.gov.uk/government/publications/proven-re-offending--2)

[vii] "Transforming Youth Custody: Putting education at the heart of detention", Ministry of Justice Report – February 2013

[viii] http://www.justice.gov.uk/downloads/publications/corporate-reports/hmi-prisons/hm-inspectorate-prisons-annual-report-2011-12.pdf

[ix] Table 1, Ministry of Justice (2012) Costs per place and costs per prisoner by individual prison, National Offender Management Service Annual Report and Accounts 2011-12: Management Information Addendum, London: Ministry of Justice 47 Hansard HC, 20 June 2012 c1008W (taken from Bromley Briefings, p6)

[x] Youth Justice Board (2013) "Monthly data and analysis custody report – February" (https://www.gov.uk/government/publications/youth-custody-data)

[xi] Offender Management Statistics Quarterly, Prison Population Tables, December 2011 – March 2013: (https://www.gov.uk/government/publications/offender-management-statistics-quarterly--2) and December 2010 – March 2012: (https://www.gov.uk/government/publications/offender-management-statistics-quarterly-earlier-editions)

[xii] Hales, J, Nevill, C, Pudney, S and Tipping, S (2009) Longitudinal analysis of the Offending, Crime and Justice Survey 2003–06. Home Office Research Report 19. Home Office in Ministry of Justice (2010) Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders p68

[xiii] Youth Justice Board (2013) "Monthly data and analysis custody report – February" (https://www.gov.uk/government/publications/youth-custody-data)

[xiv] Offender Management Statistics Quarterly, Prison Population Tables, December 2011 – March 2013: (https://www.gov.uk/government/publications/offender-management-statistics-quarterly--2) and December 2010 – March 2012: (https://www.gov.uk/government/publications/offender-management-statistics-quarterly-earlier-editions)

[xv] Ibid

[xvi] NOMS, Segmentation: Needs and Evidence Tables for the Commissioning Round for 2013-2014

[xvii] Ibid

[xviii] Ibid

[xix] Full details of the risk-need profile report are contained in Dr Alex Sutherland's Risk, need and offending report

[xx] See e.g. Hastings, R., Dunbar, L., and Bania, M. (2011). Leaving criminal youth gangs: Exit strategies and programs and YJB (2008) Engaging Young People who Offend

[xxi] Project Oracle is an initiative backed by the Greater London Authority, the Mayor's Office for Policing and Crime and the Economic and Social Research Council, focused on improving youth providers understanding of what works in youth provision in London. A student researcher identified via Project Oracle's research placement scheme, Olga Sanchez de Ribera, worked with the evaluation team on this part of the evaluation.

[xxii] Centre for Social Justice (2009), Dying to Belong

[xxiii] NB: Copy of report with Croydon sections separated out to be produced

[xxiv] TSIP delivered its interview template in conjunction with Professor Georgie Parry-Crooke of London Metropolitan University

[xxv] NOMS Commissioning Intentions for 2013-14 Discussion Document. (Whilst SOS's approach relies heavily on peer-mentoring, which has a confirmed or promising evidence base in only a few of the areas identified by NOMS, TSIP explored the extent to which the mentoring approaches align with and target NOMS desired intermediate outcomes, and what feedback stakeholders give regarding success achieved).

[xxvi] NOMS Commissioning Intentions for 2013-14 Discussion Document.

[xxvii] The evaluation team also reviewed related guidance, e.g. YJB (2008) Engaging Young People who Offend.

[xxviii] NOMS Commissioning Intentions for 2013-14 Discussion Document. (Whilst SOS's approach relies heavily on peer-mentoring, which has a confirmed or promising evidence base in only a few of the areas identified by NOMS, TSIP explored the extent to which the mentoring approaches align with and target NOMS desired intermediate outcomes, and what feedback stakeholders give regarding success achieved).

[xxix] ibid

[xxx] Full details of the conviction data are contained in Dr Alex Sutherland's Risk, need and offending report.

[xxxi] Full details of the reconviction analysis are contained in Dr Alex Sutherland's Risk, need and offending report.

[xxxii] Full details of the gang affiliation data are contained in Dr Alex Sutherland's Risk, need and offending report.

[xxxiii] Ministry of Justice (2010) Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders

[xxxiv] The evaluation team interviewed partner agencies for SOS Croydon and SOS Southwark only.

[xxxv] After commencement of the evaluation, a new pilot project funded by London Probation Trust and delivered in partnership with Catch22, was commissioned, along with new SOS projects in Hackney and Lambeth.