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SHIFT Care Farm

**Evaluation report for one cohort of offenders under the
SHIFT Pathways approach for the use of a care farm for the
management of offenders**

Dr David Marshall CA, Damage Limited

Christianne Wakeham, Kyre Oak

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Summary

This evaluation looks at one cohort of ten offenders who attended the SHIFT care farm in October and November 2012 under the *SHIFT Pathways* programme. It also makes recommendations for future commissioning, in particular around the selection and support for offenders to attend by Offender Management, in order to improve retention.

The evaluation relies upon the integrity of information supplied by Probation and Police.

Contracted capacity was for six offenders attending for 18 days each but only 60% of this capacity was utilised. Attendance was voluntary and due to poor individual attendance a total of ten offenders were offered time on the programme. Only two offenders met the 85% individual attendance target and half of the cohort were removed from the programme for a range of reasons and did not spend much time at SHIFT. Individual attendance ranged from one to 16 days, with average attendance relative to days offered to the offenders on the programme being 40%. The low attendance rate reflects the chaotic lifestyles of the cohort and attendance is also a problem with supervision appointments and other offender management intervention programmes. However there is evidence of attitude and behaviour change as a result of attendance even in some cases where attendance was low. Trust, listening, meaningful employment, and being away from negative influences all appear to be important factors.

Re-offending (as recorded by convictions) has reduced significantly against the objective of a 25% reduction in offending. Overall headline reoffending has reduced by 65% (although there are issues of comparability for some offenders who spent time in custody before or after the cohort). Three of the five offenders who were not removed have no recorded offending in the year since attending SHIFT, and for one in particular going to SHIFT appears to have been a life-changing catalyst. All five received National Open College Network Entry Level Award in Skills towards Enabling Progression (Step-UP).

SHIFT is catering for individuals with entrenched offending behaviour, who are leading chaotic lifestyles. The value of the *SHIFT Pathways* programme is considered to be significant for those who engage with it. An indicative social benefit has been calculated that suggests that within a year the benefits of the programme well exceed its cost.

The evaluation was commissioned by West Mercia Probation Trust and funded through Herefordshire Community Safety Partnership's Community Safety Project Fund and by the Bulmer Foundation. The evaluation was undertaken by the Bulmer Foundation, a Herefordshire-based sustainable development charity core funded by HEINEKEN UK. The Bulmer Foundation gratefully acknowledges the help of West Mercia Probation Trust and Warwickshire and West Mercia Community Rehabilitation Company, West Mercia Police, SHIFT and the offenders who were on the cohort.

Introduction

SHIFT (Social Healing through Integrated Farming Therapy) is a care farm based at Coppice Farm in St. Weonards in south Herefordshire trading as SHIFT Herefordshire Ltd. West Mercia Police and West Mercia Probation Trust in Herefordshire have used SHIFT since 2007 as part of the management of offenders.



The care farm delivers services to a range of client types including young people but client groups are kept separate. Until 2012 most offenders placed at SHIFT were Persistent Priority Offenders, some of whom visited the farm for one day a week over extended periods. From April 2012 a new approach, referred to as *SHIFT Pathways* has been adopted to run what was planned to be core 18 session programmes for six offenders at a time. In order to get an indication of impact upon a discrete group of offenders attending for a defined period as commissioned by West Mercia Probation Trust, this report evaluates the second cohort under SHIFT Pathways that attended the programme that ran from 2 October 2012 to 30 November 2012. This follows a model developed with Willowdene Care Farm in Shropshire.

Aim of the use of SHIFT for offenders

The overall aim of the use of SHIFT by West Mercia Probation Trust is the delivery of intensive services and supervision for nominated individuals placed there under Herefordshire's Integrated Offender Management (IOM) scheme. Reducing re-offending is a statutory duty of the Community Safety Partnership and the IOM approach has been identified as a strategic priority. IOM is designed to target resources on those offenders at high risk of causing serious harm or re-offending through effective partnership working and the most effective use of existing programmes and governance. Specifically, West Mercia Probation Trust is responsible for the supervision of offenders in the community and for their rehabilitation through a range of programmes aimed at working directly with offenders to tackle the root causes of offending and to change their behaviour.

The reason for the evaluation

The evaluation was commissioned by West Mercia Probation Trust (through the Community Safety Project Fund). This required structured evidence of effectiveness in order to attract and secure future funding, to include changes in behaviour linked to offending, skills and awards achieved towards employability, health benefits and reduction in reoffending. Suggestions for project development for future cohorts were also required and these are described in the suggestions for future commissioning contained in this report. Initially planned to cover three cohorts attending SHIFT in 2012/13 in varying levels of depth, due to the overlap of attendees and difficulties of extracting data from the public services, the work focused attention upon the second cohort.

The evaluation was also supported by Care Farming West Midlands, with the intention of adding to the national evidence of the effectiveness of care farming for a range of different service users, of which offenders are just one. As part of this engagement, a generalised evaluation template has been produced that could enable care farmers to calculate the costs and benefits of their intervention with offenders. Care Farming West Midlands ceased active operation due to financial constraint and as a result no funding was received from them for this work. Therefore most of the cost of this evaluation and the time spent on its subsequent review and update has been funded by the Bulmer Foundation.

In 2014, Care Farming UK has moved its attention to look at the relationship between care farming and commissioners of service, including the measurement of impact, and the methodology followed in this evaluation will be a useful part of that assessment.

Description of the SHIFT offender programme

Objectives

The contract between West Mercia Probation Trust and SHIFT is described in the Revised Partnership Agreement 2012-13. This states that the objectives of the programme are:

- To provide intensive services and supervision for the nominated individuals placed with SHIFT under the Herefordshire IOM Scheme.
- To provide a range of activities that encourage participants to value learning, including:
 - Build a pro-social, drug free lifestyle
 - Increase self confidence.
 - Improve interpersonal skills.
 - Develop their own potential.
 - Challenge their current norms and behaviours
 - Support reduction of and abstinence from use of illegal substances
 - Register all participants so that they can achieve NOCN qualifications

The project seeks specifically to:

- Maintain offender attendance above 85%
- Personal change in factors related to offending (measured at start and end of programme and 3 month follow up) (measured through the use of a self-assessed outcome star)
- Achievement of an NOCN Award
- Reduce re-offending by 25% (measured at 6, 12, 24 months post programme)

SHIFT Pathways takes offenders out of their usual environment and introduces structure to their day. It is voluntary and unenforceable. The programme is skills based, offering a range of practical tasks which are compiled into a record of achievement. Up to six offenders in each cohort are assessed to achieve qualification under the National Open College Network (NOCN) Entry Level Award in Skills towards Enabling Progression (Step-UP). The care farmer makes time for non-judgemental discussion with offenders and makes himself available to talk about life problems in the informal setting of his own farm.

The programme for the second cohort operated from 2 October 2012 to 30 November 2012 with the care farm available to the offenders selected by IOM twice weekly, on Tuesdays and Fridays, during this nine week period. Offenders are collected by SHIFT from Probation offices at 9.45am and returned at 3.00pm. Lunch is provided during a break in the middle of the day. The farm is located some 12 miles south of Hereford City, a journey that takes about half an hour. The time in the transit is considered by the care farmer to be a useful part of the programme, encouraging participants to start to open up.

Located in open country, Coppice Farm is a world away from the environment and day-to-day lives of the offenders who are brought here.



Stakeholders

The key stakeholders identified for the *SHIFT Pathways* programme are:

Offenders – who receive the opportunity for structured support and space by visiting the care farm on a twice weekly basis.

The public (through the agency of West Mercia Probation Trust) – who are impacted by the crime and behaviour of offenders, especially when fuelled by illegal substances

Offender Manager staff at West Mercia Probation Trust – who are tasked with managing the offenders to protect the public and reduce re-offending

Families and friends of offenders – who live with the effects of crime and behaviour of their loved ones

The care farmer – who is able to work in different ways with different people to complement the farming business.

Participants in the second cohort

Under the Partnership Agreement a cohort comprises six offenders identified from the IOM cohort for Herefordshire, attending for 18 days each. In fact, due to poor individual attendance, the cohort involved ten offenders. Five offenders were removed from the cohort due to various issues as described below. Although the Partnership Agreement allows for six offenders to be at the farm, on no day were all six places filled. In fact, during cohort 2, numbers attending were half or less of the contracted six places for more than half of the time (56% of days) and of a capacity of 108 man days, the total used was 65 man days (60%).

No of attendees	No of days	%	Man days
6	0	0	0
5	6	33	30
4	2	11	8
3	8	44	24
2	1	6	2
1	1	6	1
0	0	0	0
	18	100	65

It should be noted that *SHIFT Pathways* operated on all the days contracted, offering 18 sessions to six offenders. The low and sporadic attendance rate reflects the volatile nature of the clients that SHIFT are working with. It is consistent with experience of Offender Managers on other interventions. For example a recent Wednesday evening football programme received 70% attendance and attendance on time at supervision appointments is estimated to be about 50-60%. There is, however, some evidence that, for some of the participants, engagement with other services improved through their attendance at SHIFT.

Evaluation of land based therapy

Care Farming UK, the national voice and support organisation, and Care Farming West Midlands, which provides support and guidance to care farmers on a regional level, have both identified a national need to build the evidence base and undertake better evaluation of the benefits of land based therapy. This information is also being requested by the Commissioners of care farming. In this case, West Mercia Probation Trust are looking to a structured evaluation showing evidence of effectiveness to complement the anecdotal stories about individual benefits.

Evaluation approach

The evaluation follows the *Evaluate!* approach developed under the management of the Bulmer Foundation <http://www.bulmerfoundation.org.uk/projects/evaluate>. The shape of the evaluation changed over time due to logistical constraints with Probation and attention was focused upon one cohort of offenders who visited the care farm for a defined period of time in October to November 2012. In practice, there was some overlap between people on the cohorts attending the programme.

In accordance with NOMS Offender Services Commissioning (National Offender Management Service *An introduction to NOMS Offender Services Commissioning*, 2012),

it is important that commissioning be evidence based, so evaluation of existing services is viewed as both the start and finish of the commissioning cycle. Evaluation could include the extent to which a service has delivered expected (or unexpected) outcomes; whether it has been positively received by users and stakeholders; performed against agreed criteria including value for money; complied with the terms of the contract; promoted equality; and offered public value. This evaluation of offender management in a care farming context can be seen as an important part of the intention, stated by Government and emphasised by NOMS, to stimulate a market of diverse providers to deliver offender service.

The approach adopted to evaluate the cohort was initially constructed in the context of the NOMS Commissioning Intentions for 2013-14 Discussion Document published by the Ministry of Justice in July 2012. This was subsequently issued as a Negotiation Document in October 2012. The aim is to reduce re-offending (or promote 'desistance from crime') although there is recognition that criminal behaviour has multiple causes, so a combination of activities and circumstances are likely to impact.

In particular, the following commissioning intentions contained in the Negotiation Document were assessed:

Use robust quality assurance processes to ensure effective offender management.

Deliver evidence-informed, well targeted, interventions and services to reduce reoffending, which focus investment where it will achieve better outcomes.

The Negotiation Document suggests that high risk offenders need interventions aimed at changing what may be long-established patterns of thinking and behaviour and that interventions are unlikely to have any impact on reoffending outcomes, however enthusiastically recommended, if they lack connection with established theories of crime and desistance. It suggests, for example, that there is no evidence that outdoor pursuit programmes without a distinct therapeutic component will impact reoffending behaviour, nor interventions that mainly aim to build self-esteem. This evaluation can provide evidence relevant to this gap in knowledge.

The Negotiation Document describes pathways to offending behaviour, based primarily upon research by Andrews and Bonta (Andrews, Bonta and Hoge 1990; Andrews, Bonta and Wormith, 2006; Bonta and Andrews, 2007). These are summarised in the table below and the evaluation plan developed was framed in this context to address these pathways and paying consideration to the over-arching need for strong, meaningful relationships and an understanding of the difficulties faced by ex-offenders in reintegrating into the community. Where possible, the evaluation used information already collected elsewhere (at the care farm under the Partnership agreement) or by Probation staff.

The information collected for the evaluation therefore comprised:

Collected by SHIFT

Daily record of achievement and skills record

Reference

NOCN certification

Mental health recovery outcomes star (daily) – self-assessed feelings at home and at the farm

Collected by Probation

Attendance register

Individual case studies

Drug and alcohol use (anecdotal or enforceable)

Offending 12 months before first attendance at SHIFT and thereafter

Collected by Bulmer Foundation

Well-being questionnaire

Interview with care farmer

Interview with Offender Managers

Interviews with offenders

The following were not assessed by Probation as had been planned:

Blood pressure as an indicator of general health. Due to concerns that this health check was outwith their contractual scope, Probation were unable to organise for a nurse to conduct this test. It is however considered feasible to include such health testing into future schemes if participants attend under a Court Order.

Personal targets. There had been an expectation that personal targets would be set by Probation managers for their attendance but in fact this doesn't happen as performance is assessed through generic measures.

The table on the next page uses the template of seven pathways linked to offending behaviour that is in use within West Mercia Probation Trust and cross references this to the factors, indicators and outcomes as set out in the Negotiation Document.

Table 1: Factors linked to reoffending and desistance

PATHWAYS TO OFFENDING BEHAVIOUR	NOMS Commissioning Intentions 2012			Evaluation
	Reoffending factors	Indicators	Desired intermediate outcomes	
Education, training and employment	Work	Unable to find employment; Lack of work related skills; Poor attitude to employment; Lack of qualifications	Increased skills, confidence and motivation to work; Steady employment	Care farm: Skills record ✓ Wellbeing questionnaire ✓ [Note 1] Case studies ✓ Care farm: Recovery outcomes star ✓
Accommodation	Homelessness	No fixed abode	Finding and keeping suitable housing	<i>This pathway was not addressed by this programme</i>
Drugs and alcohol	Drug misuse (strongly linked to acquisitive offending) Alcohol misuse (strongly linked to violent offending)	Use of Class a drugs; Drug dependency; Obtaining drugs a major activity. Binge drinking; Long term misuse; Violent when intoxicated	Drug use reduced or stopped Sobriety or reduced alcohol use	Probation: Drug and alcohol use ✓ Care farm: Recovery outcomes star ✓
Physical and mental health and use of leisure	Lack of positive recreation/leisure activities	Lack of involvement in pro-social recreational activities;	Engaged participation and sense of reward from pro-social recreational activities	Probation: Blood pressure [Note 2] Wellbeing questionnaire ✓ [Note 1] Case studies ✓

		Regular activities involve reckless behaviours or offending		Care Farm: Recovery outcomes star ✓
Finance, debt and benefits				This pathway was not addressed by this programme
Children and families	Family/marital relationships	Poor family relationships; No current relationship; Manipulative or aggressive in close relationships		Case studies ✓ Care Farm: Recovery outcomes star ✓
Attitudes, thinking, behaviour and social skills (including pro-criminal attitudes and social support)	Impulsivity/low self control Attitudes that support crime	Lack of problem solving skills; Lack of awareness of consequences of action; Difficulty managing emotions Rationalisations for crime; Identification with criminal culture and norms	Skills in pro-social problem solving; Emotion management skills Developing a non-criminal identity; Feeling motivated to give up crime	Wellbeing questionnaire ✓ [Note 1] Exit questionnaire ✓ Probation: Exit interview ✓ Offender manager interview ✓ Care farmer interview ✓ Case studies ✓ Care Farm: Recovery outcomes star ✓
	Social network also engaged in crime	Criminal friends; Isolation for pro-social others	Having a place within a non-criminal social community;	

			Strengthening 'social capital' support networks including family members, clubs and sporting groups	
OTHER EVALUATION FACTORS				
Reoffending/successful completions				Police/Probation records against control ✓ [Note 3]
Attendance rates Goal setting for supervision				Care Farm: Register ✓ Probation: Achievement of personal goals ✓ Case studies ✓

Notes

- 1 Wellbeing questionnaire conducted mid-term and end for this cohort. The initial questionnaire would ideally be completed with offenders in Probation before any contact has been made between the individual and the care farmer.
- 2 Ideally a medical health check would be organised by Probation at start, mid-term and end. In practice due to the terms under which this cohort of offenders was introduced to the care farm, it was not considered possible to undertake blood pressure tests.
- 3 NOMS looks for comparison against predicted rates of reoffending based upon OGRS as well as against a matched comparison group of offenders who did not receive the service

Cost of *SHIFT* pathways

The total cost of the SHIFT programme for cohort 2 is estimated to be £9,888. This includes the contracted cost of the core programme for one cohort of 18 weeks, transport from Probation Offices in Hereford to Coppice Farm and lunch for the participants, the cost of NOCN registration and professional indemnity insurance. In addition the farmer is required under the contract to attend pre- and post-programme meetings with Probation and to complete all paperwork for submission to Probation at the end of the programme. An estimate of the cost of Offender Manager time, travel and provisions incurred by Probation in supporting the cohort has also been added.

Meeting the objectives of *SHIFT* Pathways

The specific objectives of *SHIFT* Pathways as identified by the Partnership Agreement were to provide a range of activities that encourage participants to value learning, including:

- Build a pro-social, drug free lifestyle
- Increase self confidence.
- Improve interpersonal skills.
- Develop their own potential.
- Challenge their current norms and behaviours
- Support reduction of and abstinence from use of illegal substances
- Register all participants so that they can achieve NOCN qualifications

The project seeks specifically to:

- Maintain offender attendance above 85%
- Personal change in factors related to offending
- Achievement of an NOCN Award
- Reduce re-offending by 25%

For the purposes of the evaluation, offenders have been identified by a number and the cohort has been divided into two groups:

Group 1: Those removed from the cohort (Offenders 2, 3, 6, 7 and 8). The average number of visits to the farm by this group was 2 days, and ranged from 1 to 3 days.

Group 2: Those not removed (Offenders 1, 4, 5, 9 and 10) noting however that offenders 9 and 10 were replacements in the cohort so were only available, respectively, for ten and nine of the programme days. The average number of visits to the farm by this group was 11 days and ranged from 6 to 16 days. The offenders in this group attended more than half the days offered to them.

(a) Offender attendance minimum 85%

The summary of the individual offender attendance is shown in the table below. Ten offenders took part in the cohort, of whom five were removed as described below.

Offender	Home	Additional transport	Sessions attended	% of days offered		Reason for removal or low attendance
Group 1: Removed						
2	Market town	Train	3	17		Removed due to ill health. Entrenched drug use and offending.
3	Market town	Bus	1	6		Removed as unable to cope with farm setting
6	Market town	Bus	2	12	Started day 2	Removed as unable to commit, continues to offend
7	Market town	Bus	1	6	Started day 3	Removed due to ill health and concern about others on the programme
8	Hereford	-	3	17		Removed due to home issues preventing attendance
Group 2: Attended at least half of the available days						
1	Village	Taxi	16	89		
4	Hereford	-	9	50		Unstable, erratic behaviour and drinking. Medical condition.
5	Hereford	-	13	72		
9	Hereford	-	11	100	Replacement (day 8 of 18)	
10	Hereford	-	6	60	Replacement (day 9 of 18)	

Where offenders joined the cohort later to replace people who had decided not to continue, the percentage of days offered is calculated compared to the number of days that they would have been able to attend in the programme from the date that the invitation was extended to them (Offender 6 started on day 2; Offender 7 on day 3; Offender 9 on day 8; and Offender 10 on day 9)

Four of those removed from the programme (for health, home or other reasons) lived outside Hereford. It is notable that none of those that were required to take public transport in the early morning to get to Hereford to catch the minibus to the farm managed to complete the programme. However the offender for whom, due to lack of public transport, a taxi was provided from a rural village had a good attendance record.

Output: Ten offenders attended the care farm in this cohort. The average attendance relative to commissioned capacity of six people a day was 60%. Therefore 40% of the spaces available on the programme were not utilised. Two offenders exceeded the 85% attendance target. Offender 1 attended for 89% of the programme, missing two days due to ill health and a family issue. Offender 9 attended all 11 days available, after becoming eligible for the programme on 26 October following a period of non-compliance with a court order and to take the place freed up by someone removed from the programme. The five offenders removed from the cohort (Group 1) were at the farm from between one and three days. Average attendance relative to days offered was 40%.

It must be stressed that the offenders referred to *SHIFT Pathways* are by their nature chaotic and the difficulties of attendance are compounded when offenders come from the market towns as they are required to use public transport early in the morning to get to Probation offices for the lift to the care farm. Offender Managers invest much time and energy to encourage participation, including early morning telephone calls to homes. However at the time of this cohort, the pool of eligible offenders was limited both due to the nature of individuals and offences, but also because the intention of the cohort approach to *SHIFT Pathways* was to restrict access to the care farm to offenders who hadn't been there before. Although this wasn't planned, there has been some cross-over between cohorts meaning that some individuals may have attended previously or returned on later cohorts. This has been ignored in looking at this cohort in isolation.

Furthermore, even brief attendance at SHIFT has in some cases made a meaningful difference. This has been noted by Offender Managers responsible for Offender 6 (being motivated to attend increased self-esteem) and Offender 8 (the start of a process of personal change and distance from negative associates and lifestyle)

The attendance target in the *SHIFT Pathways* contract suggests that SHIFT can have a direct impact upon this. In reality, responsibility for attendance rests largely with the selection and management of offenders by Probation and is outwith the control of SHIFT. Making the course attractive to offenders is of course a factor, but there is evidence even from those in Group 1 who chose not to return that they had enjoyed their visits.

(b) Personal change in factors related to offending

Change was assessed through the use of the Mental Health Recovery Star, exit interviews, probation records and questionnaires.



Group 1: Removed

This group comprised offenders 2, 3, 6, 7 and 8. The group can be characterised as leading chaotic lives, with poor health and in most cases complex alcohol and drug issues arising from deep issues including in early life. There are problem relationships, either with immediate family or anti-social associates. With one exception, they had low educational achievement, and followed this with lack of consistent employment. Several say that they are bored with their current lives. They show failed attempts to break the cycle but opportunities like the care farm give an occasional glimpse of the benefits of living their lives in a different way. Although they didn't attend many times, there is evidence that they find the opportunity beneficial – either because they can get involved in tasks that suit their aptitude or state of mind, or because of the team spirit or attachments formed.

Group 2: Attended at least half of the available days

This group comprised offenders 1, 4, 5, 9 and 10.

Whilst all in this group demonstrated commitment and positive changes from their attendance, for one in particular the experience appears to have been life-changing.

A case study of Offender 1

Offender 1 visited the care farm 16 times during this cohort, and he has demonstrably benefitted from attendance. He was initially not identified as an obvious candidate to attend the care farm and indeed was himself a very reluctant recruit.

He was previously registered unfit to work, with drug and alcohol use being significant factors, but has since accessed employment advice. There has been what has been described by Offender Managers as a “massive change” in attitude, enthusiasm for work and desire to solve his accommodation issues. He complied with the rest of his Court Order and attended appointments, this being a significant improvement in behaviour.

The care farm has offered purpose and structure and this has helped him to stop drinking alcohol. He previously drank in place of his heroin addiction after a long history of escalating drug-taking and his excessive drinking made it impossible to have meaningful engagement. Being at the farm is “a different life for a day” and seen as a bit of a treat for someone who likes to be the centre of attention. His self-assessment is that he would have been drinking if not at the farm. He remains on a methadone script.

The relationship with the care farmer was particularly important, helping him to talk through problems in a non-judgemental way. Following the programme, Offender Management records “He is clearly delighted with his success. He presents in a clean, tidy and sober manner. A pleasure to engage with.” Contact with his child was an important motivator, which had previously made him feel low. Being at the farm kept him out of trouble; he enjoyed being outside, and a hard day’s work. Although the support of his partner and reduced alcohol consumption are important factors, attendance at the care farm is acknowledged to have brought about a very significant change in his attitude and behaviour. Since the programme, he has attended a local gym with the ambition of improving his physical fitness following the physical hard work at the farm. He has been able to resume contact with his family since the programme and the well-being questionnaire shows a very significant shift in attitude about being able to relax when he is with his family. He wants to normalise his lifestyle both for himself and for his child to be proud of him as he grows up. When questioned, he says that being outside, doing a hard day’s work’ learning about farming and being part of a group were important to him at the care farm. The contemporaneous records of his visits show that he works well and embraces new experiences enthusiastically whatever they are. “Had a good day as always here, learned more and more every time” “Glad to see what we achieved today”. Although he doesn’t always feel well, he remains reasonably positive both at home and at the care farm except about addictive behaviour, about which on some days he feels worse at the care farm than at home.

According to Offender Management, “It was evident from the very first day’s attendance that a spark appeared in Offender 1 that strengthened with each attendance.”

For the other offenders in this group, lack of school qualifications and failure to maintain long term employment are a feature but there has been some

engagement with training subsequently leading in one case to an agricultural qualification. They tend to be more articulate, in spite of behavioural problems, chaotic lives, and unstable home environments which manifest in drug taking and drinking. Perhaps overall in better health, accepting responsibility for the consequences of their actions is a problem, as is the impact of antisocial peers.

Spending time in the countryside is regarded as a break from the home routine and doing something meaningful is important. The experience on SHIFT can help offenders grow up, so that, with maturity, they can seize the benefits. "I really enjoy coming here and working with all the group. It keeps us busy and mind free, no worrying about things. Nothing on your mind, it's really good."



In some cases, despite previously being characterised as risk-taking and anti-social, since attending SHIFT their attitude has been observed to have changed. One for example has attended job interviews and is motivated to find work whereas previously he was easily disengaged. He enjoyed a hard day's work and being outside was important, as is his relationship with the care farmer. According to Offender Management, SHIFT has given several of the group self-belief in their ability to function with others and to be able to work. For another, this is the longest period engaged with Probation; in the past he has consistently breached Orders. According to Offender Management, "He knows that he has the capacity to achieve, in the right setting." His self-assessment following his time on the farm shows him accepting that he has problems, which he didn't before and showing more confidence and a more positive attitude to relationships and some meaning to life. The success is seen to be down to the farm and particularly the trust shown by the farmer. He has a difficult relationship with his family as he has abused the trust of parents and siblings. "Just being able to talk to Addy...Addy was always interested". "He has shown huge change from being a lost boy to re-engaging with society and family, catalysed by seeing that people care about him."

Output:

Activities were conducted in which the offenders participated in the normal activities of the farm. Although the farmer revealed that activities were sometimes repeated when they were not strictly necessary (such as dagging sheep more regularly than needed) as far as the participants were concerned they believed that they were helping the farmer out in his daily routine. Due to the demonstrable bond between the farmer and several of

the offenders, this feeling appears to be important. For other activities, such as building a wall in the farmyard or delivering triplet lambs undoubtedly the activities took significantly longer than they would have otherwise. The farmer considers there to be real benefit in giving the offenders genuine work to do as this helps create a sense of commitment and pride (Appendix 3).



Activities at the farm are varied and tailored to the aptitudes of the participants and with this cohort included rounding up, feeding and managing sheep and cattle; shearing; littering pens; tractor driving; ploughing; cutting weeds and hedge,, investigating wildlife in ponds and rivers, and block wall building.



Outcome stars were completed by all offenders and a record kept for most of the days that they attended the farm.

Exit interviews were conducted with three of the offenders in group 2.

Self assessment questionnaires were completed by all offenders and well-being questionnaires by five offenders.

(c) NOCN awards achieved

Offender	NOCN Entry level 3 award (STEP-UP)	Competency in tractor driving	Competency in pressure washing	Competency in sheep handling	Competency in construction	Competency in animal care
Group 1: Removed						
2	NA	NA	NA	NA	NA	NA
3	NA	NA	NA	NA	NA	NA
6	NA	NA	NA	NA	NA	NA
7	NA	NA	NA	NA	NA	NA
8	NA	NA	NA	NA	NA	NA
Group 2: Attended at least half of the available days						
1	9 credits	✓	✓	✓	✓	✓
4	9 credits	✓	✓	✓	✓	✓
5	9 credits	✓	✓	✓	✓	✓
9	9 credits	✓	✓	✓	✓	✓
10	9 credits	✓	✓	✓	✓	✓

Output: The offenders in Group 1 who were removed from the cohort and spent few days at the farm did not gain any qualification. As these offenders did not complete the course, they weren't entered for the NOCN nor issued with certificates of competency. The five offenders in Group 2 all gained National Open College Network (NOCN) Entry Level Award in Skills towards Enabling Progression (Step-UP) (Entry 3) with a total of 9 credits gained in the following units; Introduction to Teamwork Skills, Introduction to Group and Teamwork Communication Skills and Introduction to Skills for Employability. In addition, Group 2 received certification from the care farm of competency in agricultural skills from tractor driving to construction to animal care. Together with a reference from the care farm, this develops a portfolio of skills to show potential employers.

(d) Reduction in re-offending by 25%

This table compares offences or sentencing in the 12 months before first attending the care farm with offences known in the 12 months of 2013.

Offender	Recorded offences 12 months before first attendance at SHIFT	Likelihood of reoffending (Note 1)	Recorded offences 12 months after first attendance at SHIFT	% change
Group 1: Removed				
2	12 convictions: 11 breaches of ASBO Failure to comply with community order	Self (27/9/12): quite likely OGRS3 probability 1 year (9/10/12): 44% OGP: 59%	2 convictions: Possession of Class A drugs. Driving when disqualified. Actual Bodily Harm on partner. DIP support including prescription to cease alcohol intake.	-83%
3	2 convictions: Possession of Class A drug Supply of Class A drug	Self (3/9/12): - OGRS3 probability 1 year (14/9/12): 77% OGP: 55%	None (One month custody 24/10/12) (Domestic violence incident not convicted)	-100%
6	7 convictions: 4 Thefts 3 Failures to comply with community order/discharge	Self (2/8/12): unlikely OGRS3 probability 1 year (6/8/12): 88% OGP: 81%	2 convictions (8 offences): 5 Thefts 3 Failures to comply with court order/bail conditions (One month custody 31/5/13)	+14%
7	2 convictions: Thefts	Self (5/9/12): definitely not	1 conviction:	-50%

	Handling stolen goods	OGRS3 probability 1 year (20/9/12): 80% OGP: 78%	Possession of Class A drugs. Failure to comply with community order	
8	2 convictions: Possession of Class B controlled drug Breach of conditional discharge	Self (4/8/12):unlikely OGRS3 probability 1 year (17/10/12): 61% OGP: 69%	None: (False representation)	-100%
Group 2: Attended at least half of the available days				
1	4 convictions: 2 breaches of ASBO Possession of Class C controlled drug Theft from shop	Self (19/6/12): unlikely OGRS3 probability 1 year (22/6/12): 88% OGP: 77%	None (see Note 2)	-100%
4	3 convictions: Criminal damage Battery Assault	Self (24/5/12): quite likely OGRS3 probability 1 year (5/9/12): 66% OGP: 64%	None (5 months custody 13/11/13)	-100%
5	8 convictions: Failure to comply with community order/discharge Handling stolen goods Disorderly behaviour Failure to surrender to custody Damage to property Attempt to pervert the course of justice Possession of an offensive weapon Burglary dwelling	Self (26/9/12): definitely not OGRS3 probability 1 year: 62% OGP: 61%	None	-100%
9	Released from custody 15/2/12 3 convictions: Theft Breach of community order/discharge Common assault	Self (27/9/12): definitely not OGRS3 probability 1 year (9/10/12): 82% OGP: 82%	2 convictions: Theft Failure to comply with community order Supply of Class A controlled drug (48 months custody 17/2/14)	N/A
10	Recalled to prison 18/4/12; released from custody 16/10/12	Self (7/11/12): unlikely OGRS3 probability 1 year (4/5/12): 61% OGP: 64%	1 conviction: 2 aggravated burglaries Imprisoned 8/4/13 (60 months custody)	N/A

			Investigation into possession to supply before the farm project.	
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Note 1: Likelihood of re-offending is assessed by Offender Management by self-assessment, by statistical projection of past offending (OGRS3), and by overlay of management assessment of dynamic re-offending factors (OGP). The OGP used in this analysis is the probability of proven non-violent re-offending within one year.

Note 2: Offender 1 has written that he will definitely not re-offend. "Because I have got too much to lose; my child is more important than me doing stupid stuff and I don't want to put myself back from all the good things I've done since I've done well."

Output: According to information supplied by the Police, offending rates fell significantly in the 12 month period after attending SHIFT compared to the 12 month period before. Against the objective of a 25% reduction in offending it in fact appears that nearly all offenders where this comparison is meaningful have reduced re-offending significantly (as recorded by convictions). Overall headline reoffending has reduced by 65% (although there are issues of comparability for some offenders who spent time in custody before or after the cohort). Most significantly, three of the five offenders in Group 2 have not reoffended despite high OGP scores. Comparisons are not meaningful for Offenders 9 and 10 as they spent part of the time in custody, however in both cases their Offender Managers consider that they benefited from engagement with SHIFT. In particular, attitudinal changes from the trust and support offered at SHIFT are cited as important in the personal development of these offenders.

It should be noted that the contract states that offending will be measured against target at 6, 12 and 24 months.

It might have also been possible to compare reoffending patterns in the 12 months against offenders not on the *SHIFT Pathways* scheme, although this would require access to a wider data-set and introduce interpersonal variation.

Summary of outputs

From the evidence collected above, the demonstrable results of *SHIFT Pathways* for the second cohort can be summarised as follows:

Number of offenders visiting the care farm	10
Number of offenders attending at least half of the available days at the care farm	5
Utilisation of contracted capacity of SHIFT Pathways	60%
Number of hours spent by offenders on SHIFT Pathways (including travel)	429
Number of hours spent by offenders on SHIFT Pathways (excluding travel to Probation)	341
Number of offenders gaining NOCN Step-Up qualification	5
Number of offenders recording enjoying being at the care farm	10
Number of offenders considered by offender managers to show positive change in behaviour	4
Number of offenders considered by Senior Probation Officer to show positive change in behaviour	7

Number of offenders considered by offender managers to show significant positive change in behaviour	1
Number of offences (incidents or convictions) committed by offenders in 12 months since start of cohort	15
Number of offences (convictions) committed by offenders in 12 months before first attendance on cohort 2	43
Reduction in reoffending	65%
Average OGRS3 1 year for the cohort (10 offenders)	72%

Outcomes

The evidence collected in the project was questionnaires with offenders attending the farm, mental health recovery outcome stars, records of achievement, interviews with a sample of offenders who attended SHIFT for a significant period, data on criminal behaviour before and after attending SHIFT and interviews with the care farmer.

A questionnaire was developed based upon existing research into both well being and land based therapy. This is shown in Appendix 4, together with the sources in the academic and practice-based literature. The evaluation objective was to follow best practice and to translate this in a simple way to apply to this small project in Herefordshire and to be transferable to other land-based projects involving the rehabilitation of offenders.

As described in the Evaluation Approach section above, there were some practical difficulties in collecting all the data that was hoped for. In particular, it had been expected that the well-being questionnaire would have been completed by participants at the start and end of the cohort to assess change in their perception during the programme. In practice the chaotic nature of the participants meant that this was not achieved in many cases. Further, it had been hoped that basic medical testing would have been possible through the offender management programme. Based upon research, the methodology included blood pressure testing as a simple, non-invasive assess to an indicator of general health. In practice this was not deemed to be possible by Probation due to the constraints of working within the parameters of Court Orders. This was disappointing and access to such data needs to be addressed in future programmes.

Furthermore, the use of questionnaires with a group of people with different intellectual capabilities does probably mean that more guidance and attention needs to be given during their completion to ensure that participants correctly interpret the questions and scoring criteria.

In addition, some offenders have been allowed to participate in more than one cohort making the evaluation of the impact of participation in cohort 2 in isolation difficult to assess. For the purposes of this evaluation, information has been collected taking into account participation in this cohort only. This is a simplifying assumption since for example offenders 8 and 10 had attended the care farm before and offenders 1 and 10 attended the care farm during the subsequent cohort 3 which took place in January 2013 (offender 10 only briefly in a voluntary capacity).

Nevertheless, a wealth of information has been collected that allows an assessment of the outcomes of participating in *SHIFT Pathways* to be made. This has been collected and considered within the context of published research.

Research context

The Bulmer Foundation undertook a wide review of available literature on measuring well-being and specifically the impact of land based therapies. This is summarised in Appendix 7. Evaluation is based upon a *theory of change* (New Philanthropy Capital, 2012) that requires understanding of what we want to achieve and how that change happens. Looking at other experiential research can inform the factors that lie behind that reasoning.

Research on re-offending

West Mercia Probation service policy is targeted at the seven pathways linked to offending behaviour which are education and employment; accommodation; drugs and alcohol; physical and mental health and use of leisure; finance; children and families; and attitudes and social skills. The Ministry of Justice (2012) *NOMS Commissioning Intentions for 2013-14* categorises these as nine reoffending factors or criminogenic needs, the difference being that finance is not included but two other factors are included being pro-criminal attitudes and social supports for crime (anti-social associates). NOMS requires evidence-based commissioning that demonstrates impact, by controlled trials through to the evaluation of the value of a service measured by actual reconviction rate compared to predicted. Reducing reoffending (or 'promoting desistance') is the aim, though this will be achieved through a combination of activities and services and activities that stabilise, engage and motivate an individual before providing more targeted support are important too. High risk offenders need to receive more than supervision, as long-established patterns of thinking and behaviour need to be changed. In summary, commissioning intentions in custody and community can be described as to deliver evidence-informed, well-targeted, interventions and services to reduce reoffending which focuses investment where it will achieve better outcomes.

In terms of the care farm programme for offenders, some of the key indicators that this programme might seek to affect are lack of awareness of consequences of actions; negative attitude to staff and supervision; isolation from pro-social others; no previous experience of close relationships; lack of work related skills; poor attitude to work; lack of qualifications. Building genuine relationships that demonstrate care about the person are considered an important feature of engagement with offenders.

The NOMS factors are based upon the work of Andrews and Bonta. Andrews, Bonta and Hoge (1990) classified rehabilitation of offenders to enhance effectiveness. Responsivity requires the professional to match the criminogenic needs, attributes and circumstances of offenders to services. Research indicates that deviant attitudes are most strongly correlated with criminal behaviour and that increased self-esteem may be criminogenic

unless accompanied by anticriminal gains. Novel and exciting opportunities are attractive for those with the restlessness correlated with delinquency. For many, motivation can be an issue and therefore the service needs to be readily accessible though isolated from the pro-criminal pressures of criminal associates. The major “big four” risk factors are seen as history of antisocial behaviour, antisocial personality (weak self-control), antisocial cognition (temperament eg. anger, resentment and defiance) and antisocial associates. This requires building non-criminal alternative behaviour in risky situations, self-management and reducing associations with criminal others (Andrews, Bonta and Wormith 2006). In the *Risk-Need-Responsivity model for Offender Assessment and Rehabilitation*, Bonta and Andrews (2007) draw up a model of the major risk factors as follows:

Major risk/need factor	Indicators	Intervention goals
Antisocial personality pattern	Impulsive, adventurous pleasure seeking, restlessly aggressive and irritable	Build self-management skills, teach anger management
Pro-criminal attitudes	Rationalizations for crime, negative attitudes towards the law	Counter rationalizations with pro-social attitudes; build up a pro-social identity
Social supports for crime	Criminal friends, isolation from pro-social others	Replace pro-criminal friends and associates with pro-social friends and associates
Substance abuse	Abuse of alcohol and/or drugs	Reduce substance abuse, enhance alternatives to substance use
Family/marital relationships	Inappropriate parental monitoring and disciplining, poor family relationships	Teaching parenting skills, enhance warmth and caring
School/work	Poor performance, low levels of satisfactions	Enhance work/study skills, nurture interpersonal relationships within the context of work and school
Prosocial recreational activities	Lack of involvement in prosocial recreational/leisure activities	Encourage participation in prosocial recreational activities, teach prosocial hobbies and sports

The most significant reductions in recidivism are found where these risks are addressed.

Best and Laudet (2010) *The potential of recovery capital* considers six measures of well-being; stable housing; no substance misuse; meaningful activity; physical wellbeing; psychological well-being; quality of life. Although designed for drug rehabilitation, consideration of social capital appears to be important to any client group disengaged from the mainstream.

Taken in the context of the literature review on well-being and land based therapies, the framework established by Bonta and Andrews (2007) appears to be a robust core for an evaluation framework, but set within the context of what are described in MWIA as wider determinants. Where directly substitutable, the terminology used by Probation for the pathways has been used in categorising outputs (for example Education, training and employment for School/work).

Practical constraints to identifying outcomes

There were some practical difficulties in collecting all the data that was hoped for. In particular, it had been expected that the well-being questionnaire would be completed by participants at the start and end of the cohort to assess change in their perception during the programme. In practice the chaotic nature of the participants meant that this was not achieved in many cases. Further, it had been hoped that basic medical testing would have been possible through the offender management programme. Based upon research, the evaluation methodology included blood pressure testing as a simple, non-invasive assess to an indicator of general health. In practice this was not considered possible by Probation due to the constraints of working within the parameters of Court Orders. This was disappointing and access to such data needs to be addressed in future programmes.

Furthermore, the use of questionnaires with a group of people with different intellectual capabilities does mean that more guidance and attention needs to be given during their completion to ensure that participants correctly interpret the questions and scoring criteria.

In addition, some offenders have been allowed to participate in more than one cohort making the evaluation of the impact of participation in this cohort in isolation difficult to assess. For the purposes of this evaluation, information has been collected taking into account participation in this cohort only.

Monetising impact

Outcomes: The changes that happened during the participation of the cohort at the care farm are listed and have been monetised based upon generally available proxy values. Some values have been calculated on the assumption that the project creates a replicable change in behaviour. Where extended life is used as a measure, these have been discounted assuming that on average the extension of life takes place in 40 years time.

The cohort was divided into two groups for the purposes of evaluation of impact. Group 1 were those that were removed after one to three attendances at the farm and Group 2 were those that attended for at least half of the available days. The outcomes were only monetised for Group 2. Those in Group 1 are considered to have been incompatible with this intervention at this point in time (for various reasons) and the cost of their attendance is treated as an overhead. To the extent that the offenders in Group 1 do not attend the care farm again, they may however form to some degree a control group against which Group 2 can be assessed.

A monetary expression of the possible impact of attending the care farm is shown in Appendix 6 where outcomes for Group 2 have been monetised over the 12 month period since the completion of this cohort. This indicates a significant social value from attendance at SHIFT (estimated to be £13,479) both from saving to the public purse and through the benefits of personal engagement. As explained in Appendix 6, this calculation takes account of factors such as the extent to which any change can be attributed to *SHIFT Pathways*. Drawing financial conclusions from the outcomes observed for a limited group over a limited period of time is at best indicative.

The monetisation of impacts is designed to give an indicative value only of the scale of the change that has been identified, using sensible proxies where direct savings do not occur from the activity identified. Over a longer period, more significant savings might manifest – for example if an offender enters full time employment as a result of behaviour and attitude changes instigated by attendance at the care farm.

SHIFT Pathways is targeted at reducing reoffending. In this respect, the potential social value is significant. Taking into account the social costs of crime, prison sentence and the cost of drug misuse to the criminal justice alone, the total cost of the offences and custodial sentences for which the cohort has been found guilty in the 12 months before and after attending SHIFT is estimated to be:

	Social cost in year before attending SHIFT	Social cost in year after attending SHIFT
Group 1: Removed	£17,960	£14,914
Group 2: Attended at least half of the available days	£36,515	£22,445
Total	£54,475	£37,359

The social costs are provided to show the scale of the benefit to society that could be gained from the changing criminal behaviours alone for this cohort of ten offenders. As discussed above, the difference between the costs before and after attending SHIFT cannot be solely attributed to that attendance, and there will also be other changes, as indicated in Appendix 6.

The social cost of criminal behaviour is likely to be significantly understated because:

1. They include only recorded crime
2. The costs of drug possession and supply included in the valuation above take into account the criminal justice costs only, not the wider social costs. Several of the participants are recorded as drug users and had been found guilty of possession and supply of drugs during this period. The Home Office report HORS249 *The economic and social costs of Class A drug use in England, 2000* estimated in that the average cost per problem drug user was £35,455.

Data quality and areas for further research

A wide range of data was collected by the Bulmer Foundation and West Mercia Probation Trust for this evaluation. Some data quality could be improved. In particular, this relates to collecting data through questionnaires. Questionnaires should be administered on a consistent basis at the start and end of the programme and for efficacy all questionnaires should be completed when professional support is available to ensure that those completing the questionnaires fully understand the questions and the scales of measurement. This would be particularly important with the Outcome Stars if these are used with the scales that have defined meanings specifically designed to track change in attitude.

Data sharing

Data was shared by West Mercia Probation Trust to allow this report to be created. This was done in anonymised form. Care has been taken in this report to ensure that identities relating to data remain confidential. There has been some difficulty receiving accurate information in a timely manner. Direct access to police and health records would improve the efficiency of the evaluation process.

Qualitative impact

The stories of the offenders' experience leave little doubt that they value the time and attention that they receive at the care farm although they may not have yet been at the time in their own cycle of change to truly grasp the opportunity given to them.

Unexpected outcomes

No unexpected outcomes have been noted.

Proposals for future commissioning

1. The low attendance rate for many of the offenders who were offered this service is attributed by Offender Managers to the fact that attendance is entirely voluntary. The underlying reasons for non-attendance need to be understood, including ways that the service might need to change to prolong engagement.

From September 2013 the Shift Plus care farm skills training was introduced as a Specified Activity which allows the courts to sentence to a programme including 16 sessions at SHIFT care farm. This makes attendance for these offenders both compulsory and enforceable although it introduces a new variable into the relationship between Probation, Care Farm and offenders. It appears that despite now being enforceable, attendance remains low (29% average on the latest cohort of 5 offenders in summer 2014) due to personal problems, re-offending or being returned to court for non-compliance.

2. The service level agreement between West Mercia Probation and SHIFT was not a 'live' document. The manager responsible for delivering the programme in WMP did not have a copy of the agreement. As a result, there was a lack of clarity about the precise objectives expected of SHIFT and the assessment of delivery. Although it is recognised that there is a long relationship with WMP, the client agreement letter for the delivery of *SHIFT pathways* should be signed by both parties after consideration of the contractual objectives.
3. The agreement quite understandably puts emphasis upon reduction of offending and the reduction of and abstinence from use of illegal substances. Information is not however shared with the care farm about their performance in this regard. Both Offender Managers and care farmer reported suspicion that some offenders had taken drugs before arriving to the farm and a protocol needs to be in place to

support the care farm in dealing with such instances when they arise, including a right to refuse to accept participants whose behaviour is unmanageable

4. The framework of factors leading to reduced re-offending or desistance could be used to consider what other outcomes SHIFT could deliver.
5. The care farm is tasked with providing a range of activities which encourage participants to value learning. Specifically within this the use of the outcomes star is required in the agreement to assess personal change in factors related to offending. The outcomes star used for this purpose was provided by Willowdene Farm and is the Mental Health Providers' Forum Mental Health Recover Star. The recovery star is completed routinely by offenders everytime that they attend the care farm, once to record their feelings when at home and another when at the farm. The scales used are 1 for least positive through to 10 for most positive. To be more accessible to participants, some of whom have difficulty reading, the scaling has been simplified from those recommended for completion of the Mental Health Recovery Star, running from 'being stuck' through to 'self-reliance'. A concern with the routine use of the star is whether familiarity reduces its effectiveness and its completion becomes rote. More fundamentally, the Mental Health Recovery Star is not designed to trap the factors related to offending but rather to evidence the progress to recovery from mental illness. Whilst there is a similarity, the factors may be different as shown by a comparison of the factors with the pathways to offending behaviour:

Mental Health Recovery Star	Pathways to Offending Behaviour
Managing mental health	Physical and mental health and use of leisure
Physical health and self care	
Living skills	Accommodation
Social networks	
Work	Education, training and employment
Relationships	Children and families
Addictive behaviour	Drugs and alcohol
Responsibilities	Finance, debt and benefits
Identity and self-esteem	Attitudes, thinking, behaviour and
Trust and hope	social skills

There should be further consideration of how, where and when the Outcomes Star is administered. This matter has been discussed with Willowdene where outcome stars are used less frequently and with subjective scaling. Offenders are not asked to complete as if at home and if at the farm. Time can therefore be taken over their completion to allow the issues arising from self-perceived changes in relevant factors to be discussed. It may for example be more efficient for it to be completed at Probation, perhaps at the start, middle and end of the cohort.

6. Continued participation appears to be related to where offenders live. Long distance early morning travel on public transport introduces a complication both for offenders and offender management. This should be taken into account in the arrangements for visits, including start times and the selection of participants. It might be beneficial if alternative travel arrangements could be established to get the offenders to the pickup point in Hereford.

Key learnings

1. There is one individual, Offender 1, for whom all evidence shows that the programme has been a major (and unexpected) success. The financial benefits reflect a turn-around in his life. For others, the immediate observed impact has been varied. Within their cycles of change, each individual is at a different stage and the hypothesis, which has not really been tested, is that exposure to a positive experience will set them up for future success when they are ready. The key finding for this cohort is that it that the *SHIFT Pathways* programme was worthwhile even if it only has a significant impact in one in ten of the offenders participating and success may occur with unlikely candidates.
2. The evaluation shows the need to build a picture of the participants' lives to understand the part that attendance at the care farm can play within that. This should include reporting back to Probation on behaviour at the care farm.
3. There is significant management and travel time required in an arrangement with a care farm in rural Herefordshire. However, the care farmer considers that the element spent together travelling to the care farm gives time for beneficial dialogue. The on cost of Offender Management support for SHIFT has since been reduced by the Community Rehabilitation Company by delegating support tasks.
4. Although evaluation longer after attendance may be able to indicate real change in behaviour, even a short term study has shown clear benefits reaped especially from the relationship with a "genuine guy" opening up his own farm and arms to the offenders.
5. The relationship between the participants and the care farmer appears to be a key factor, characterised in this evaluation as 'trust'. The care farmer seems to provide a father figure and an excellent role model. He is willing to talk non-judgementally and to directly address any subject. However the contribution of Offender Management in encouraging and cajoling offenders to get to the departure point in time to be fed and leave is also important. The Senior Probation Officer appears to provide a mothering role without which it seems likely that participation rates would have been lower.
6. The short term nature of the programme was referred to by offenders, offender managers and care farmer as being a concern. More research is needed to consider whether a significantly longer term programme would create more lasting success.

Conclusion

There is evidence of behavioural change and emotional engagement from several of the offenders in this cohort. Trust, purposeful activity and the rural setting away from the routine appear to be important factors, improving the confidence of those participants able to take advantage of the opportunity. The cohort has been evaluated by dividing the participants into those that attended more and less frequently and concentrating the analysis on the former.

The chaotic nature of the participants means that there needs to be support to encourage regular attendance and, even with this, under the existing arrangements participation is likely to be haphazard and largely outwith the control of the care farm.

Appendix 1

Record of discussion with three longer-term participating offenders

Interviews were conducted on 31 January 2012. Offenders 9 and 10 were interviewed together and Offender 1 separately. Unfortunately, none of the other offenders were available for interview.

Offender 1 appreciated the freedom; being allowed to work or rest as he wanted. He is not forced to attend and is no longer subject to a court order but goes to considerable effort to get from home to the care farm, as he lives in a village some distance from the transport in Hereford. He told us that he initially walked out when it was suggested that he attended a care farm, as he didn't think that it was for him, but he is really glad that he came back. He was born and brought up in urban circumstances but has found a passion for farming and the countryside. He has gained some experience of tractor driving and said that he wanted to increase his tractor-driving skills in future visits to SHIFT. He also liked learning sheep shearing skills. He wants to get back to work and would like to work in farming. He found working with the livestock particularly rewarding.

Adam was especially important for Offender 1, listening in a non-judgemental way but giving advice – "he is not a social worker". He said that this was important to him because he recognises that he tends to bottle his feelings up. The role played by Julie in managing attendance was also referenced – "positive, praising and enthusiastic".

Other helpful factors in Offender 1's life are the support of his girlfriend and leaving Hereford to live in a village, so he didn't see his associates so regularly with the cues for drinking and drug-taking that this encouraged. His drug addiction is currently being controlled through methadone. Regaining supervised contact with his young son was also very significant for him.

If he had not been at SHIFT Offender 1 said that he would have been drinking. Being at SHIFT is different from his routine - "A different life for a day"- and he thought that more time would help him, perhaps a 12 week course.

Offenders 9 and 10 described Adam as a "genuine guy" who has time for everybody and doesn't talk down to them. "You can have a laugh with Addy". This was compared by Offender 10 to the attitude that he has encountered at another care farm, where he found tasks rather childlike and felt patronised and also the lack of support that he gets from family and friends. The trust that Adam gives is important – Offender 9 says that otherwise he would have no one to talk to as he needs to trust people to open up to them.

It is nice working as you know that you won't be getting into trouble – seven days a week would be preferable. After returning home from SHIFT Offender 10 has a shower and generally stays in. Getting back into employment was most important to him. He hasn't used drugs for 17 months and is living with his partner. Offender 10 is no longer subject to a court order and has completed the Care Farm programme but continues to attend as a volunteer; assisting Adam and sees himself as a mentor to the other offenders attending. SHIFT is an important part of developing his self esteem on his road to recovery but the barriers to employment were recognised to be significant, especially a criminal record. Offender 9 acknowledged that he has further to go and has relapsed – it is important to him to be out of town and doing something. Otherwise he would be at home alone, bottling things up and tempted to drink or take drugs. He is currently attending an anger

management course but there was a sense that the relationship with the counsellor was not as warm as with Adam.

Conclusions

For offenders who have stayed the course at SHIFT, a break from the routine and associates is important. SHIFT gives them something positive delivered by a man who has time for them. For those who are ready to turn their lives around, it offers skills and training for employment. The relationship with the farmer stood out as a beacon of support and motivation for all three offenders interviewed.

All three mentioned the 'drop' that they felt when the programme finishes and they return to doing nothing. This helps to explain why Offender 10 has volunteered to help on cohort 3 (although he only did this for a couple of sessions), and why Offender 1 basically forced himself into inclusion into that next cohort.

We discussed with Offenders 9 and 10 whether it was essential that this was delivered on a farm in the countryside and the response was no, for example they thought that an in-town workshop setting would also work in providing them with what they needed – but Adam would need to be there.

Appendix 2

Record of discussion with offender managers

Although all of the managers were responsible for one or more of the offenders in cohort 2, the interview first looked at their overall views on the appropriateness of care farming as an intervention. The meeting took place on 31 January 2013. The record of this meeting has been supplemented by updated information supplied by Warwickshire and West Mercia Community Rehabilitation Company in July 2014.

Probation works with people. Farming could work for some people but it might be better if it concentrated on offenders with a specific interest in land-based activity. It is imposed upon offenders identified within the Integrated Offender Management category for whom it might be appropriate but generally these people rebel against being told what to do.

It gives offenders something to do for the day outside of Hereford and where it worked, it opens people up to advice and helps them to feel better about themselves – increasing self-worth.

Offenders 1 and 10 have particularly benefitted from attending SHIFT.

There are however other things that could be done with offenders, some of these much more cheaply, such as team sports. Attention to the Pathways could identify other appropriate activities. There was a concern that all available money was invested in the farm. Also it would be preferable to encourage integration into the community through for example gym passes and activities with the general public though there are risk issues with this, including public perception of the Probation Service.

Adam's role was discussed and his enthusiasm and charisma is recognised. There was seen to be a conflict between the trust that he engenders with the offenders and feeding back to Integrated Offender Management although this is currently progressing without problem.

Specific observations of managers about Cohort 2 participants

Offender 1: He was not initially put forward through the Integrated Offender Management process but he has benefitted and complied with the rest of his Court Order and attended appointments, which is a significant improvement. SHIFT has offered purpose and structure and this has helped him to stop drinking alcohol. It is different and seen as a bit of a treat for someone who likes to be the centre of attention. The opportunity came at the right time for him; his girlfriend is for example also supporting him. The main question is whether there is a big enough difference in the short term to sustain a longer term change. A longer term project might be better and it was mentioned that he does not have a connection to farming – with the implication that perhaps a different activity would be more appropriate.

Offender 2: He had wanted to take part but didn't think appropriate to continue due to ill-health. Long distance to travel from home and complex and intense needs. He had to be taken off the project because he was unable to continue for health reasons, and also due to his chaotic lifestyle. His drug use and offending is very entrenched and there is no change at all, but he never really engaged with the project, so it is not necessarily a 'failure' for SHIFT.

Offender 5: He has engaged with the Pertemps employment agency looking for farm jobs, having found SHIFT positive as it allowed him to develop skills in agriculture. By engaging with SHIFT, he found that he wanted to pursue a career in farming and gaining certificates and recognised qualifications through SHIFT enabled him to increase his chances of finding employment in this area. Furthermore, for a young man with anger management issues, he found the farm environment very therapeutic, particularly when being with the animals and just generally being in the countryside and fresh air.

Offender 6: Long distance to travel from home and after initial attendance his drinking and drug-taking has stopped him getting out of bed in the morning. When he managed to get there he enjoyed his time at the farm, and this increased his motivation to attend. For someone who has little family support or positive associates, he thoroughly enjoyed attending SHIFT and the opportunity it gave him to discuss his previous negative life experiences. Having not been academic at school, nor receiving any formal qualifications, SHIFT offered him the opportunity to learn new skills and dramatically increased his self-esteem. There were some concerns about possible drug-taking en route to SHIFT. Comparison was made to the intense support given by the police when the PPOs attended SHIFT as they were personally collected from their doors.

Offender 7: He used the fact that he knew people in the cohort as an excuse not to attend. He has made progress in diverting from crime, but did not engage with the farm.

Offender 8: She left the programme having been observed to have exhibit effects of drug-taking at the farm, probably taken when in transit and re-offended. She does however want to start again. She was subsequently given the opportunity to attend Willowdene Farm for a 7 week period as an alternative to custody. She completed this and is now drug free and positive about her future. She reflects on her time at SHIFT as being the start of her process of personal change. Whilst she did relapse, this was the start of her journey to being able to live a pro-social lifestyle. She found the staff approachable, which enabled her to discuss her thoughts and feelings with regards to previous negative relationship and experiences she had. Furthermore, it increased her self-esteem and confidence as she developed new skills and found things that she was good at. She would also say that SHIFT gave her the time to distance herself from negative associates and escape the city centre where her lifestyle solely revolved around drug use and crime.

Offender 9: This is his longest period engaged with Probation; in the past he has consistently breached Orders. The success is seen to be down to the farm. Part of his motivation for attending the farm was in order to be seen to be doing something positive to change his life for his Court Report, though he was always aware that a prison sentence was almost inevitable. However, he engaged well and clearly enjoyed having some structure to his week and was keen and enthusiastic. He clearly benefited from his time on the farm - he would be punctual, not under influence of alcohol or drugs and felt empowered by the praise given by staff for the efforts he had made. He appeared more focused and less distracted by negative peer influences.

Offender 10: A major concern when he was last in prison was whether he would be prevented attending SHIFT again. SHIFT fits his needs and state of mind, and he has developed a sense of responsibility for his own future and for others. His time at SHIFT had a profound effect on him and his compliance improved substantially. His ability to solve and deal with problems in general showed a marked improvement during his attendance. It appears that the level of trust and responsibility afforded him at SHIFT

played a significant part in this improvement. During his time at the farm he was able with significant issues, such as problems with accommodation and accessing benefits, in a positive way, which if previously faced with such issues he would have resorted to crime at a much earlier point. When his formal involvement with the project ended, further problems arose leading to a custodial sentence but overall, his involvement with the project will stand him in good stead for his future release, having had such a positive experience whilst engaged with the SHIFT care farm.

Appendix 3

Record of discussion with care farmer

SHIFT completion questionnaire –farmer: second cohort

A structured interview took place with Adam and Sarah Evans on 3 January 2013

What defined objectives were there for this cohort?

Objectives are not defined. There is a service level agreement but this was not to hand at the farm.

The assumption is that the objective is attendance and to improve wellbeing. It was felt that regularity in the day and instilling a work ethic were important elements of this. Having an impact on crime and addiction would be a wider objective, but SHIFT do not receive information about this.

Looking back at this cohort at SHIFT, what worked best for you?

Attendance was good for some difficult cases. There was energy in the group and the group dynamic was strong. Participants wanted to be there.

What did not work so well for you with this cohort at SHIFT?

Some individuals prefer not to work in a group

One individual had limited mobility making it more difficult to conduct tasks with the whole group.

Some people left early on in the course.

How did you benefit personally from having this cohort at SHIFT?

Meeting new people. Enjoy seeing the influence on the participants. Good attendance is a boost of confidence. Adam has chosen to give personal contact details to participants if they need to call him outside of the project, and some participants have done this to tell him of their achievements or just to show that they appreciate what he did for them on SHIFT.

How could you have got the same benefit?

Not completed.

What tangible farm tasks were completed by the second cohort?

Whilst the tasks undertaken are real farming activity they are generally created or timed specifically for SHIFT. Most tasks are not required for the farm at the time that SHIFT happens but are planned to create a range of different activities for the participants, as the course goes on, gearing them to the skills and interests of the cohort. There were no activities where Adam felt that it had saved time with his farm work. For example the wall would have taken him a day to complete, but has taken over 4 days during SHIFT. Feeding cows takes about the same time during Shift as it would normally. Adam and Sarah feel that there is real benefit derived from giving participants real work to do, even if the task is actually not required that day. The sense is that this helps to instil pride and commitment in the participants. They do not challenge whether the task is needed or not worthwhile.

How would you expect these statements about their time at SHIFT to be ranked (on average) by this cohort?

Please can you rank them in what you think the order of importance would be to the second cohort.

Write 1 by the most important, down to 6 for the least important.

- Being somewhere different
- Learning about farming
- Being able to talk
- Doing a hard day's work
- Being part of a group
- Being outside

Ranking
3
1
2
4
6
5

Are there any other key outcomes about the impact of SHIFT on this cohort that should be recorded?

Record of achievements

Giving trust and responsibility

Providing a work routine

Were any specific environmental benefits created with this cohort?

No

Other matters

Not knowing whether the service will continue beyond the current cohort limits the amount of investment that can be made for the future. Adam is keen to develop an exit strategy for ex-participants including paid employment perhaps in a workshop, but this would need a commitment from Probation.

The cohort lasts 9 weeks but there is no knowledge of any outcomes-based reason why this length of time has been chosen. It could be that a longer period would make a more sustainable change in behaviour. There is the possibility that one participant will be put forward to attend in another cohort. This will cause some difficulties regarding repeating tasks and the end of course qualification.

Appendix 4

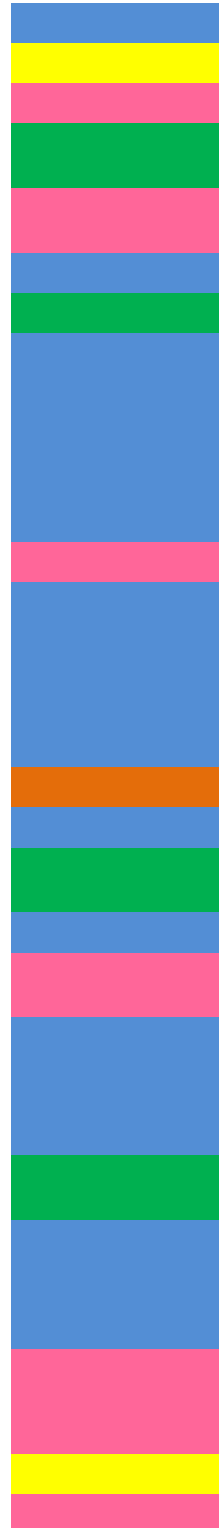
Questionnaire & sources

Esteem
Health
Social
Outside
Consequences

I generally feel confident about my future
Overall, I have been sleeping well
Being with other people is very important to me
There is much to explore and discover being outdoors
People appreciate what I do
I can usually handle whatever comes my way
Being outside is a confusing place
I am able to do things as well as most other people
I've been feeling that I'm useful
I'm confident about taking up the opportunities I have
I feel carefree or happy-go-lucky
I feel disconnected from the world around me
I generally deal with problems quite well
Overall I have a lot to be proud of
Overall I feel quite happy
I enjoy being on my own
I am quite often surprised by how things turn out
I feel like hurting or telling someone off
Spending time in the countryside gives me a good break from my day-to-day routine
I've been dealing with problems well
I'm more at ease doing things together with other people
I've been feeling good about myself
Life is great and I'm determined to enjoy mine
I don't enjoy being outside and would rather avoid it
I feel the things that I do in my life are worthwhile
I have lots of worries
I feel that there are people that care about me
I generally don't think about how people feel
I try to eat healthy food
I relax when I am with my family

Source/basis

WEMWBS
GHQ
University of Essex
Hartig
NEF wellbeing/five ways (basis - self-esteem, connect)
Schwarzer
Hartig
Rosenberg
WEMWBS
NEF wellbeing measure (basis - optimism)
ZIPERS
Lee & Robbins
GHQ /Schwarzer
Marsh
ONS
Let nature feed you senses/WEMWBS (close to people)
NOMS - consequences of actions
ZIPERS
Hartig
WEMWBS
Lee & Robbins
WEMWBS
NEF wellbeing measure and guide/WEMWBS/GHQ (optimism, enjoyment)
ZIPERS (basis- being outside)
ONS
NEF wellbeing measure and guide/POMS (basis -anxiety)
Let nature feed your senses
NOMS (basis -respect)/MWIA (basis -social functioning)
Let nature feed your senses/MWIA
NOMS - family relationships



Overall, I am happy when I am outside
 I don't feel I participate with anyone or any group
 I value the plants and animals of the natural environment
 I feel sad most of the time
 I feel fearful quite often
 I get quite anxious and don't always sleep well
 I get on with people and I'm easy to get on with
 I generally feel friendly or affectionate
 I think that most people can be trusted
 Being in the countryside suits my personality
 I feel that I can concentrate on things that are happening
 I'm determined to make something of myself and I look forward to my future
 I like spending time outside
 I enjoy and follow the changes of the seasons throughout the year
 I feel I can enjoy normal day to day activities
 Even around people I know, I don't feel that I really belong
 In my day to day life, I have enough time to enjoy and appreciate nature
 I'm satisfied with my relationships with people outside of my family
 I like myself
 I have found purpose and meaning to my life
 I'm a very confident person
 Being in the countryside gives me time to think about me
 My life at this time is quite stressful. I feel on edge and bad tempered most of the time
 I'm generally in a good mood
 I sometimes get scared or panicky for no apparent reason

ONS (basis - outlook)

Lee & Robbins

Let nature feed your senses (basis - being outside)

ZIPERS

ZIPERS

GHQ 12 (28)

MWIA (basis - social connection)

ZIPERS

NEF

Hartig

ZIPERS

NEF (basis - optimism, goal-setting)

University of Essex/Clayton (basis)

HOCE/NEF 5 ways (basis)

GHQ

Lee & Robbins

NEF five ways (basis -be aware of the world)

NEF Wellbeing/five ways (relationships/connect)

MWIA (basis - self esteem)

NEF/MWIA (basis - self worth)

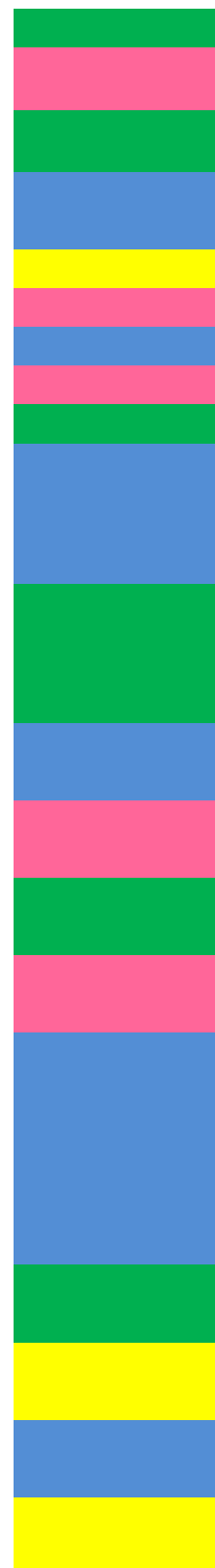
Schwarzer (basis)

Clayton (basis)

GHQ (basis)

GHQ (basis - happy)

GHQ



Appendix 5

Evidence of behaviour and attitude change for Group 2 supporting each measured risk factor

Major risk factor	Measure	Evidence	Offender 1	Offender 4	Offender 5	Offender 9	Offender 10
Antisocial personality pattern/mental health	Observed calmer/less irritable behaviour	Questionnaire Offender Management report	Very significant change in attitude, demeanour and confidence observed. Farm has given him a new focus and resolve problems. Kept him out of trouble. +	Poor consequential thinking.		More mature attitude to personal responsibility encouraged at farm. +	Motivated towards employment.
Procriminal attitudes, thinking and behaviour and social skills	Observed increase in pro-social attitude to offender management staff/engagement	Questionnaire Offender Management report Interview	Engaged with Pertemps, developing CV. Engaging positively with OM which did not happen before the farm. Wants to normalise his lifestyle. +	Poor attitude observed. Not attending appointments with OM.	Motivated to find work.	Gained valuable experience at farm but needs life skills training. Has matured in some ways. Longest time engaged with Probation +	Change in attitude to compliance observed before attending the farm has continued.

Social supports for crime	Self-reported reduction in contact with associates	Star-social networks Interview Offender Management report	Feels somewhat more positive at farm than at home throughout Speaking socially to others. Strong social link to Adam and OMs. +	For most of cohort felt better about social relationships at home		Significantly more positive at farm though reducing. Gravitates toward antisocial peers.	Slightly more positive at farm
Drugs and alcohol	Self-reported/observed reduction in substance misuse	Star-addictive behaviour Offender Management report	Some periods when feels less positive at the farm Massive impact on motivation to remain drug and alcohol free. Managed to be alcohol free for significant periods since attending farm. +	Consistently more positive at farm. Drinking remains a problem.	Significantly more positive about addictive behaviour at farm.	Significantly more positive at farm though reducing. Alcohol and drugs remain a big problem.	Slightly more positive at farm. Alcohol remains an issue. Motivated to be drug free before attending farm

Children and families	Self-reported engagement with family	Star-relationships Offender Management report	Improvement at farm over cohort, slight deterioration at home. Engaging with son. +	Significantly more positive at farm, especially at end		Significantly more positive at farm though reducing	
Prosocial recreational activities	Self-reported engagement in activities	Offender Management report	Attending local gym. +				
Minor risk factors/wider determinants							
Physical health	Self-reported	Star-physical health & self-care Questionnaire Offender Management report	By end of cohort somewhat more positive at farm than at home. He is clearly physically fitter. Questionnaire suggests lower health – sleeping, healthy food, stress = may be more realism.	Significantly more positive at farm throughout. Alcohol remains problematic.	Questionnaire very positive.	Significantly more positive at farm though reducing. Low scores on questionnaire though increases during time at farm.	Slightly more positive at farm

Self-esteem	Self-reported	Star-identity & self esteem Questionnaire Offender Management report Interview	Slightly more positive at farm, more so towards end of cohort. Clearly delighted with his success. Consistently high on questionnaire.	More positive at farm throughout but improved at home during cohort	Questionnaire very positive.	Significantly more positive at farm though reducing. He knows he has the capacity to achieve. Score on questionnaire shows big increase to become slightly positive. +	Slightly more positive at farm
Trust	Self-reported	Star-trust & hope Questionnaire Interview	Slightly more positive at farm, more so towards end of cohort. +	More positive at farm throughout but improved at home during cohort		Significantly more positive at farm though reducing. Having someone who will listen is important and would not have anyone to talk to if couldn't trust the care farmer +	Consistently positive at farm (and slightly more than home)

Connection with environment	Self-reported/behaviour	Questionnaire Interview	Being outside most important. High score on questionnaire. +	Very high score on questionnaire.	Being outside is important. High score on questionnaire +	Being outside and occupied is important. Score on questionnaire shows big increase. +	
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Appendix 6

Monetised impacts for Group 2: Attended at least half of the available days

Outcome	Measure/evidence	Possible financial proxy (Referenced to explanations and sources in Appendix 6)	Value (year)
Primary aim			£
Re-offences reduced	Comparison of the number of offences in the 12 months prior to visiting the Care Farm to offences in 5 months to March 2013	Social cost of offences, including in criminal justice system, as published by the Home Office (1) (2) (3)	2,693
Reduction of time in prison	Comparison of imprisonment in 12 months prior to visiting the Care Farm to 5 months to March 2013	Cost of day spent in prison (4)	3,638
Time committed to SHIFT pathways	Hours spent at SHIFT or going to SHIFT	Cost of volunteer time (5) (6)	3,569
Major risk factor			
Antisocial personality pattern/mental health	Observed calmer/less irritable behaviour	Cost of anger management class (7)	87
Procriminal attitudes, thinking and behaviour and social skills	Observed increase in pro-social attitude to offender management staff/engagement	Time spent with offender manager (8)	161
Social supports for crime	Self-reported reduction in contact with associates	Cost of joining sports and leisure club (see pro-social recreation activities below)	-
Drugs and alcohol	Self-reported/observed reduction in substance misuse	Cost of alcohol rehabilitation (9)	2,677
Children and families	Self-reported engagement with family	Cost of relationship counselling (10)	-
Training and employment	Qualifications and skills achieved	Cost of qualification in FE college (11)	225
Prosocial recreational activities	Self-reported engagement in activities	Cost of attending a gym (12)	81
Minor risk factors/wider determinants			
Physical health	Self-reported	Cost of GP visit foregone (13)	-
Accommodation	-Not included-		
Finance, debt and benefits	-Not included-		
Self-esteem	Self-reported	Cost of counselling (14)	-
Trust	Self-reported	Cost of counselling (15)	324
Connection with environment	Self-reported/behaviour	Cost of National Trust membership (16)	24
			13,479

The values calculated here are, where relevant, calculated for the twelve month period since the beginning of the cohort and indicate that the cost of the programme for this cohort (£9,888) has already been exceeded over this period.

The sources of evidence for the risk factors are contained in Appendix 5.

The sources of financial proxies are described below.

Detailed calculations are available separately.

Consideration of deadweight, attribution and displacement

Deadweight is the change in behaviour that would have happened anyway; attribution is the change that occurred because of another project; and displacement is the change that has simply happened by moving a problem. The social value set out above is after deadweight, where appropriate, of 10%, and attribution of 50%. The assumption is that there will have been some maturing to improve behaviour (deadweight) and that causation will be shared by other interventions that will have influenced behaviour such as offender management, family, and counselling (attribution). The value of £13,479 calculated above is after the deduction of deadweight of £2,147 and attribution of £9,661.

Impacts that have not been monetised

For the purposes of this report the following impacts have not been included:

1. Benefits to family and friends and to the care farmer
2. Offender Manager benefits (both personal and organisational from the chaotic group being separately managed)
3. The value of offenders enjoying the experience at the care farm

All participants reported that they had enjoyed their visits to SHIFT, even those that decided very soon that they did not want to continue. No attempt has been made to monetise this enjoyment, primarily because the offenders participated under an offender management programme where their enjoyment was not the objective of the programme. However this is likely to have encouraged continued participation.

The bases for the monetised impacts tabulated for Group 2

- (1) The costs of crime are based upon HORS217 The economic and social costs of crime (2000) which was updated by the Home Office in 2011 (<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/IOM-phase2-costs-multipliers?view=Binary>)
- (2) The cost of drug crime is based upon HORS249 The economic and social costs of Class A drug use in England and Wales (2000) updated by Home Office Online Report 16/06 Measuring different aspects of problem drug use (2006) (<http://webarchive.nationalarchives.gov.uk/20110218135832/http://rds.homeoffice.gov.uk/rds/pdfs06/rdsolr1606.pdf>)
- (3) Where costs of crime are not published by the Home Office, for a victimless crime such as possession of an offensive weapon or failure to comply with a community order) an estimate of the element of cost borne by the criminal justice has been used based upon HORS 217 for common assault (£270 per incident)
- (4) Cost of prison is from Ministry of Justice release (2012) (<http://www.justice.gov.uk/downloads/statistics/prison-probation/probation->

[workforce-stats/prison-costs-summary-11-12.pdf](#)) – category C prison direct expenditure

- (5) Pick up from Probation offices in Hereford is 9.45am and return is 3.00pm. Assuming an average of 45 minutes travelling time to and from home to Hereford (departure by public transport from Ross is 8.15pm and Leominster is 8.30pm) the average commitment for a day is about 7 hours despite being at the care farm itself for about 4 hours.
- (6) The value of time is based upon the value of volunteering in Herefordshire of £10.22 per hour
(http://www.herefordshireva.org/value_of_volunteering_to_herefordshire)
- (7) Anger management course in Birmingham £97
(http://www.citizencoaching.com/course-detail.cfm?theCourseID=B1C21EF4-15C5-F4C0-9978BA185A2859E8&qclid=CLX38qDH_LUCFeXLtAodnWMAdA)
- (8) Assumes that 2 hours per week of OM time can be used because the offender has engaged (£17.86 per hour)
- (9) Cost of a 9 week residential alcohol rehabilitation stay at £661 per week
(<http://www.pssru.ac.uk/project-pages/unit-costs/2012/#sections>)
- (10) The benefit in family relations in this instance is deemed to derive from personal development, the proxy for which is dealt with separately
- (11) Cost of NOCN qualification course at FE college at £45 per STEPUP certificate
(www.ocnyhr.org.uk/index.php/download_file/-/view/163)
- (12) Cost of monthly leisure membership to Halo at £36 per month
(<http://www.haloleisure.co.uk/membership/complete-membership>)
- (13) There is no robust evidence of health benefit. Despite observation of Offender 1, this conflicts with self-assessment
- (14) Self-esteem is covered by trust for both of which counselling cost is a proxy
- (15) Cost of 2 hours counselling per week for 9 weeks programme at £20 per hour
(<http://www.herefordshire-mind.counselling.co.uk>)
- (16) National Trust annual membership at £19.50
(<https://join.nationaltrust.org.uk/join/start>)

Appendix 7

Research context

Measuring general well-being

Mental Well-being Impact Assessment (National MWIA Collaborative, 2011) provides support for commissioners and organisations aiming to positively impact well being and is based upon a review of the causes and determinants of mental well-being. The 'core protective factors' identified from an extensive research review are enhancing control; increasing resilience; facilitating participation and promoting inclusion. Therefore enhancing attributes such as mastery and self-belief, human relationships and belonging, and employment and education are all considered to be important. These are set within wider determinants, being housing, environment, meaningful activity, food, leisure, education, transport, financial security. MWIA encourages consideration and screening of an intervention upon these factors

The Mental Health Recovery Star developed for the Mental Health Providers Forum and its use promoted through the publication of a User Guide (MacKeith and Burns, 2010) uses the ladder of change, from being stuck to being self-reliant) to assess progress across ten areas of living, with the star being characterised as a tool to help on a journey to recovery. The areas of life (Managing mental health; Relationships; Physical health and self-care; Addictive behaviour; Living skills; Responsibilities; Social networks; Identity and self-esteem; Work; and Trust and hope) have resonance with the re-offending pathways considered in criminal justice policy and as such are relevant to this evaluation. Dickens, Weleminsky et al (2012) *Recovery star: validating user recovery* have assessed the validity and responsiveness of the Star positively. There was some indication in this study that addictive behaviour may need further consideration – since, unlike all other areas, this behaviour was not correlated with all the other areas of the star. Recovery is characterised as a “deeply personal journey of self-discovery that is situated within a social context”.

Tennant, Hiller et al (2007) developed *The Warwick-Edinburgh Mental Well-being Scale* (WEMWBS) which has been validated as a short but robust positively-focused monitor of well-being.

Other simple scales operated include the *Profile of Mood States* (McNair et al 1971) describing how you feel right now, the *General Health Questionnaire* (Goldberg and Hillier 1979) as a measure of current mental health, and the ZIPERS situation-specific trait test for affective response (Zuckerman, 1977). Schwarzer and Jerusalem (1995) developed a self-efficacy scale that assesses justified self-belief.

Lee and Robbins (1995) measured social belongingness in terms of *connectedness* and *assurance* factors, considering separately the opinion of self in relation to other people and the security that this brings and reliance upon other people. Belongingness is seen as an important developmental need comprising companionship, affiliation and connectedness within a larger group in society. Without developing these attributes, the individual may be isolated and frustrated.

NEF's *Five Ways to Wellbeing* (2008) provides a simple approach to well-being as being about connectedness; being active; taking notice; learning; and giving and New

Philanthropy Capital (2012) in *Impact measurement in the NEET sector* devised a shared outcome framework which establishes improvement of self-esteem, skills, behaviour, attitude and overcoming practical barriers as determinants in the success of a programme seeking employment of young people. This was based upon peer research.

The impact of land based therapies

Welsh Health Impact Assessment Support Unit (2004) *Improving health and reducing inequalities – a practical guide to health impact assessment* informs decision-making by assessing the impacts of programmes on health against criteria covering lifestyles, social and community influences, living conditions, economic conditions, access to services and broader sustainability factors.

Greenspace Scotland *Health Impact of Greenspace: A Guide* reviews the research evidence for the health benefits of greenspace which cites international evidence of the benefits of greenspace in reducing stress, encouraging higher levels of physical activity and social interaction (perhaps because greenspace offers opportunity for informal contact). The connectedness with nature can be postulated as *biophilia*– an innate biological need to be close to other species; assisting recovery by providing distance from the routine; and perception of certain types of environment as safe.

Ulrich (1979) *Visual landscapes and psychological well-being* assessed the impact of landscape scenes on well-being using the Zuckerman Inventory of Personal Reactions for fear, anger, sadness, positivity (playfulness, affection, elation) and attentiveness and found that positive affects are significantly impacted by nature compared to urban scenes, and particularly playfulness and friendliness.

Hine, Peacock and Pretty (2008) *Green Spaces: Measuring the benefits* includes evidence indicating that exposure to nature can make positive contributions to health, helping people recover from pre-existing stresses or problems, have an 'immunising' effect by protecting people from future stresses, and help them concentrate and think more clearly. The research at University of Essex was reviewed by Barton and Pretty (2010) *What is the best dose of nature and green exercise for improving mental health? A multi-study analysis*. This indicates that exposure to nature even for short periods increases self-esteem and improves mood, whilst Hine, Peacock and Pretty (2008) also suggest that exercise in green space has a beneficial effect on blood pressure. Barton, Griffin and Pretty (2012) found that exercise, nature and socially interactive initiatives improve mood and self-esteem and that the impact was most significant when the initiative was green exercise, a weekly countryside or park walk.

Sempik, Hine and Wilcox ed (2010) *Green care: A conceptual framework* reviews different health frameworks and raises the idea of certain landscapes as inherently therapeutic and that this is an area meriting further investigation for care farming. The conclusion is that green care should improve the well-being of participants and leave them happier. "Clients work in a supportive environment, they engage in activities that they enjoy, there are opportunities for social contact, green care staff take an interest in their clients and the natural environment in which green care takes place has been shown by much psychological research to be pleasing to the individual."

The LEAF and Sensory Trust programme *Let nature feed your senses* has been evaluated by the University of Essex using questionnaires completed on farm visits. Hine and Davison

prepared *Guidelines and questions for the evaluation of countryside and nature-based health projects* which appears as Annex E to *A countryside for health and wellbeing: The physical and mental health benefits of green exercise* (Pretty, Griffin et al, 2005).

Thrive *Daily Client Assessment* sets out a scoring framework for soft outcomes across attitudinal, work, personal and practical skills.

Clayton's *Environmental Identity Scale* (2003) measures affiliation with the environment and environmental causes. Hartig et al (1997) established *A measure of restorative quality in environments* through a Perceived Restorative Scale (PRS) capturing the constructs that allow individuals to restore their psychological resources depleted from being in incompatible environments (Kaplan 1983). The constructs, which are seen to be present in natural environments, are fascination; being away from the ordinary; the extent (the coherence and scope of the situation); and compatibility of the environment with the person's goals and capabilities.

Leck (2012) *Social Return on Investment evaluation report of the Houghton project* provides evidence of the use of evaluation of a care farm in practice including mapping impact upon adult service users.



Bulmer Foundation,
The Cider Museum,
21 Ryelands Street,
Hereford, HR4 0LW

T: 01432 378409
E: info@bulmerfoundation.org.uk
W: www.bulmerfoundation.org.uk

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