The resettlement of offenders and ex-offenders in Doncaster. Developing an integrated framework

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Hallam Centre for Community Justice

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Developing an Integrated Framework

Final Report
December 2008

Simon Feasey and Paul Senior
with Dr Hayden Bird, Linda Meadows,
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Sheffield Hallam University

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Contents

1. Introduction

The Hallam Centre for Community Justice (HCCJ) was commissioned by Doncaster Metropolitan Borough Council (DMBC), to undertake an evaluation of the existing processes and arrangements that underpin the delivery of services to offenders and ex-offenders within the district. From this evaluation a needs and gap analysis has been completed which informs the identification of a set of key proposals which underpin the development of an Integrated Framework for Resettlement.

In order to progress this piece of research the HCCJ developed a four component methodology which included a range of evaluation methods which were designed to ensure that both quantitative and qualitative data sources from a broad range of agencies were analysed to ensure that diverse and divergent perspectives were identified and discussed. This Final Report includes the analysis of data across the four components which included:

- An analysis of current provision and service and offender needs;
- A Gap Analysis that identifies the gap between offender needs and the provision of services;
- A Directory of Services to provide an information bank for service providers;
- An Integrated Framework for Multi-agency Delivery.

Within these four components were specified a number of approaches including:

- Focus groups with offenders within custodial and community settings;
- Semi-structured interviews with key managers, practitioners and policy makers;
- An on-line survey across the community justice sector with the district;
- The analysis of desk top materials including strategy documents and statistical data;
- The completion of three Consultative Workshops to debate and explore emerging themes and proposals.

2. The Fieldwork

The fieldwork has included the following components and took place during the spring and early summer 2008. The Evaluation team were concerned to hear the voices of all parties at both operational and strategic levels. The voice of the offender is also crucial given they are in receipt of the services offered. We would like to thank all those who gave their time to meet with us or fill in questionnaires.

The fieldwork comprised:

- Focus Groups with Offenders: 35 offenders in total;
- Interviews with stakeholders: 22 in total;
- On-Line survey of practitioners: 52 respondents in total;
- Three consultative workshops: attended by 20 participants;
- Analysis of quantitative data kindly provided by Government Office and South Yorkshire Probation Area;
- Analysis of key strategic documents pertinent to the resettlement of offenders in Doncaster, including local, regional and national documentation.

3. Needs Analysis

3.1 Statistical Data

This section draws on information obtained from three 'snap-shot' exercises. It starts by summarising caseload data supplied by South Yorkshire Probation to introduce a sample cohort of Doncaster offenders. The figures relate to cases that were active as of the 7th March 2008. As will be shown, they include offenders in custody and the community but only those who have contact with probation as a result of statutory conditions. As a result, Automatic Unconditional Release (AUR) prisoners (adult prisoners serving less than 12 months) are omitted.

The second "snapshot" looks at OASys data relating to 1112 Doncaster offenders within a 12 month period and provides the basis for an assessment of criminogenic needs; this data also includes information relating to offender self-assessment.

The third exercise draws on secondary data arising from research undertaken by the Government Office for Yorkshire and the Humber (GOYH) and local prisons in the region. This comprises a study of AUR prisoners who were released to local authorities in Yorkshire and Humberside in a two week period commencing on the 12th November 2008.

All data sets contain information on male and female offenders, and whilst they go some way to providing an insight into the characteristics and needs of Doncaster service users there are some specific limitations to the information. The central caveats are:

- The data represents a time -bound 'snap-shot' – it is questionable as to what extent the findings can be said to be ecologically and population valid. In other words, it is difficult to establish whether or not the data is representative of groups of offenders, offences and sentence types for other time periods;
- Access to data which has been provided by South Yorkshire Probation Service builds greatly on work done in the interim report which drew on available offence and demographic data supplied by SYPS on Doncaster (ex) offenders as well as that collected by GOYH and HMPS with a specific focus on AUR prisoners on release. For this latter exercise the range of variables was limited, particularly when contrasted to the original 9 strategic pathways outlined in the Reducing Re-offending Action Plan (NOMS: Yorkshire and Humberside, 2005)[1]. The more recently supplied

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[1] These being: 1) Accommodation; 2) Education Training and Employment; 3) Mental and Physical Health; 4) Drugs and Alcohol; 5) Finance, Benefit and Debt; 6) Children and Families

data by South Yorkshire Probation utilises OASys data on all recorded starts of orders and licences for a year (01.02.2007 – 31.01.2008) and, in-part, responds to the limitations of the study on AUR in that a broader range of 'needs' are visible as well as there being information on offenders self-assessment of their needs. Nonetheless, as has already been mentioned with regard to OASys, concentration on the statutory duties/populations highlights the omission of certain, potentially vulnerable or needy groups (such as remand prisoners);

- The GOYH/HMPS research had a specific focus on prisoners at the stages of release, and (immediate) post-release. There is a body of research which suggests that resettlement needs can be both complex and dynamic. Consequently the services utilised to address these are better seen in the context of an 'end to end' process which, theoretically, can 'seamlessly' cut across custodial and community aspects of service provision.

Notwithstanding these issues, the data still has value in providing insight into the potential diversity and range of Doncaster Borough service users, their needs and the challenges involved in meeting these.

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of Offenders; 7) Attitudes, Thinking and Behaviour; 8) Prolific and Other Priority Offenders; 9) Voluntary and Community Sector Engagement

3.1.1 Snap-Shot One: Doncaster Caseload Data - Introducing the Doncaster Borough Cohort

The search of Doncaster caseload data by South Yorkshire Probation revealed that as of the 7th March 2008 there was data present for 1,544 offenders. Figure 1 illustrates the gender breakdown of this cohort:

Figure1: Gender of the Doncaster Cohort:

Pie Chart Showing a Break Down of Doncaster 'Offenders' by Gender (as of 7th March 2008)
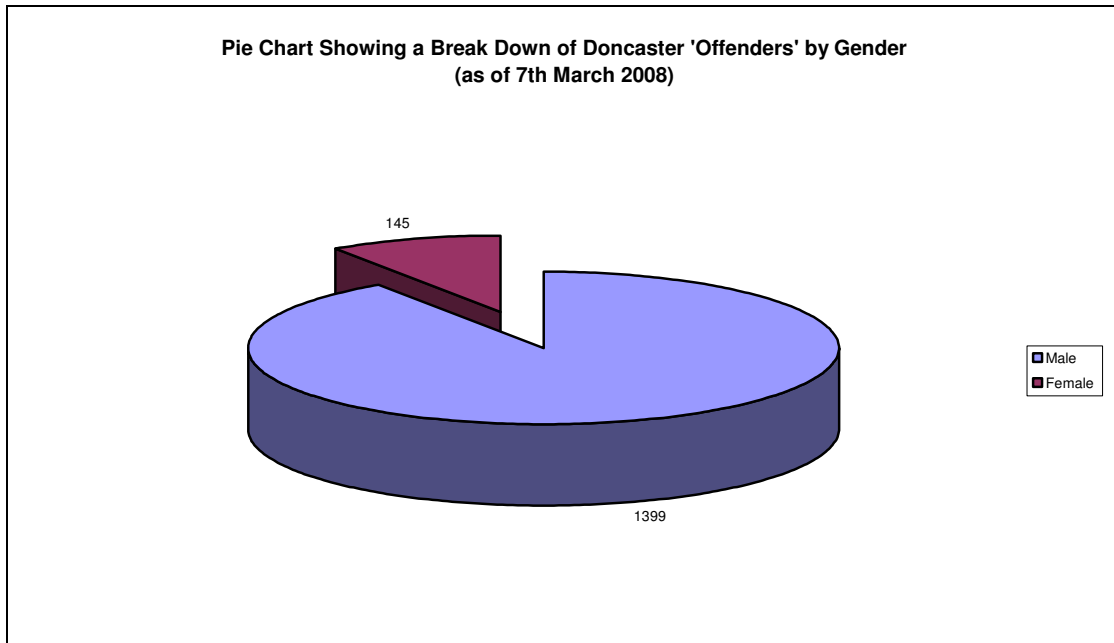
The pie chart shows that 1399 of those offenders are male, with the remaining 145 females making up the sample. Neither this nor the available information on ethnicity cover populations not included in the caseload data, for example, remanded prisoners, and those not subject to licence conditions or contact with probation – such as those receiving police cautions, adults sentenced to a prison sentence of under 12 months, and penalties such as fines. Due to the restraints of the sample focussed on, it is difficult to conclude, with certainty, whether any relationship between type of sentence (or order and licence) and gender and ethnicity exists. With this in mind, figure 2 nonetheless provides a descriptive synopsis of the ethnic origins of the group:

Figure 2: Ethnicity of Doncaster Offenders

Column Chart showing the Ethnicity of Doncaster 'Offenders'
(as of 7th March 2008)
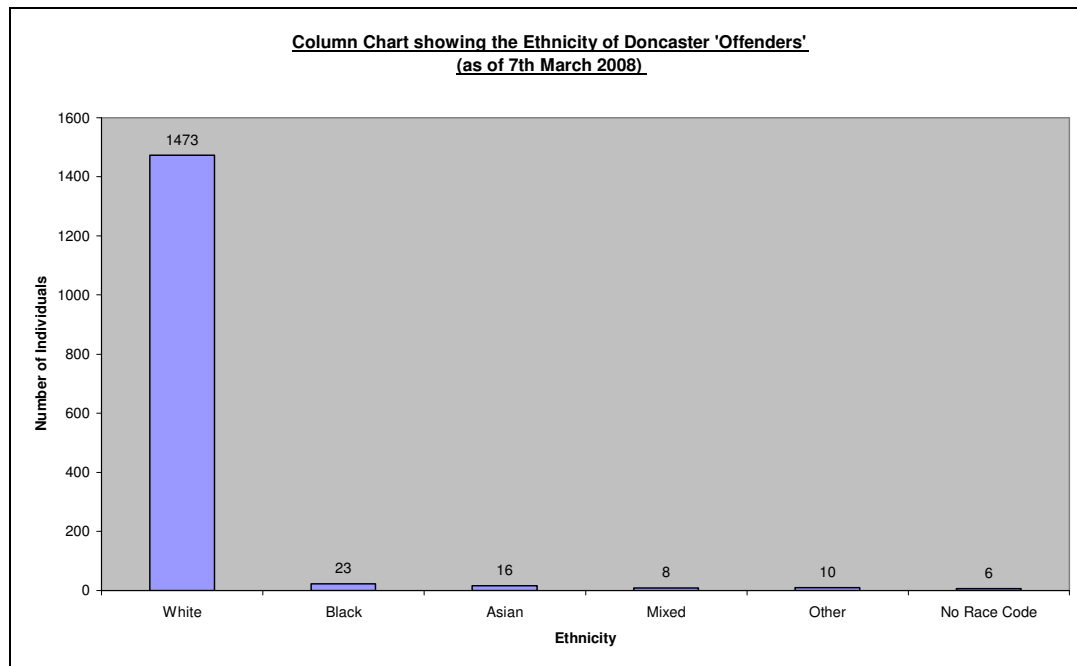
On the surface, at least, the graph of ethnicity shows:

- The overwhelming majority of the sample are 'White' with 1473 individuals belonging to this category;
- There are 23 'Black' individuals, followed by 16 'Asian', 8 'Mixed', and 10 'Other' 'offenders' (according to OASys classifications);
- 6 service users did not have a 'race code' – probably due to factors such as ethnicity not being recorded, or the information not being supplied (possibly as a result of respondents not self-determining their own ethnic origin).

Yet the categories, in themselves, are not without problems. It is not possible to identify whether 'White' also incorporated issues of nationality.   These might include whether people feel more closely aligned to the 'White European' label as opposed to 'White British'. Likewise detail is absent for other categories. It is not known whether 'Black' includes those who might self-identify with the sub-categories 'Black British' to 'Black Afro-Caribbean' or 'Black Other', and it is unclear as to what constitutes 'Other'. This somewhat restricts the validity of the data as the descriptive analysis moves on to consider the sentence status of offenders alongside the variables that have been briefly explored so far.

Figure 3: Current Offences of the Doncaster Cohort

Column Chart Showing a Breakdown of Offences by Type
(as of 7th March 2008)
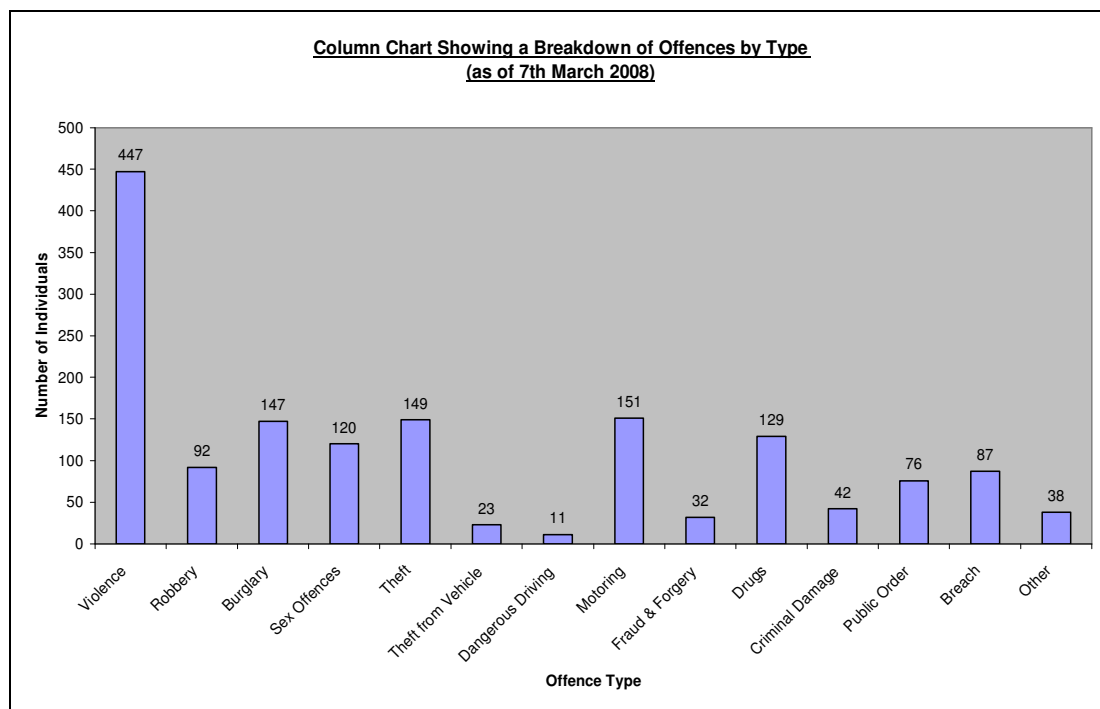
As the above column chart shows, the highest incidence is for 'Violent Offences' with 477 offenders falling into this category. 'Motoring Offences' (151) along with 'Theft' (149), 'Burglary' (147), and 'Drugs' (129 individuals), also figure heavily in the caseload. It is worth reiterating that the apparent 'skew' towards these offences, particularly but not exclusively, in the instance of 'Violent Offences' might be partially attributed to the likelihood of these groups being subject to statutory forms of supervision by the Probation Service, as a result of the sentence given for their offence. In this sense it may not be representative of Doncaster Boroughs' 'offender population' per se. It is, however, noticeable that the offence for 87 of the 1,544 offenders is for breaching an existing order or licence conditions. The offence data alone fails to substantiate claims of 'offender need'. Greater exploration of a cross over of offences would arguably be needed to give greater context (i.e. what role in a violent offence might have illicit substance misuse played?).

The exercise did, however, show the status of Doncaster offenders in terms of their most current sentence or order. The column chart below details the number of people who were subject to either a 'Community Order', a 'Suspended Sentence', or were 'In Custody' or 'On Licence'.

Figure 4: Offender Status by Gender

Column Chart Showing the Status of Doncaster 'Offenders' by Gender (as of 7th March 2008)
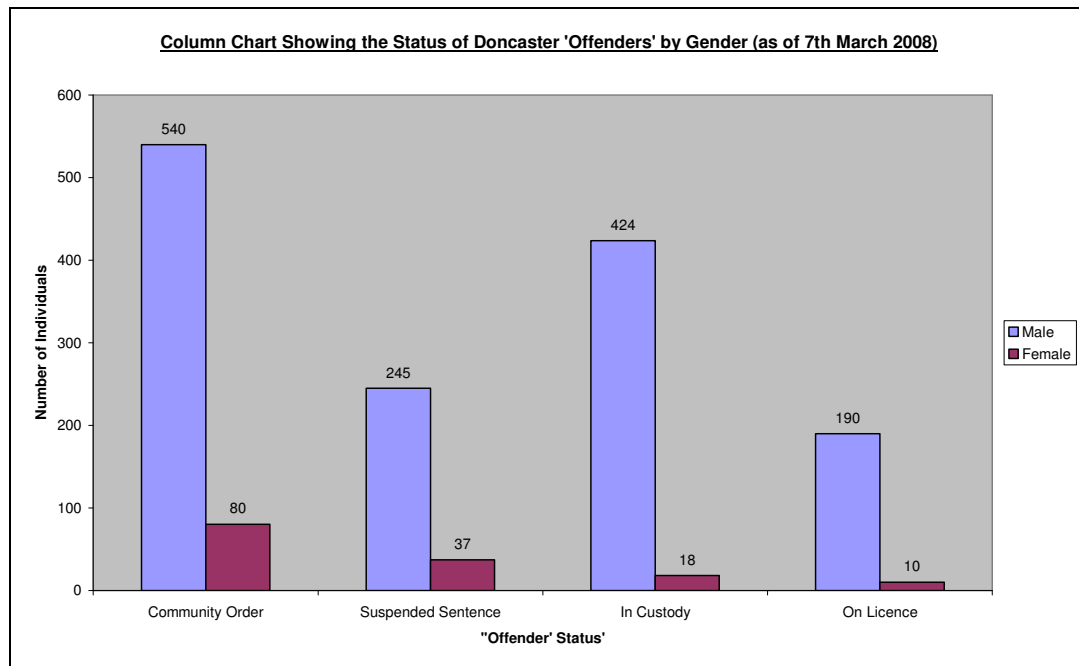
The graph shows:
- A total of 620 people were serving a Community Order. Of these 80 are female and 540 are Male;
- A total of 282 were serving a Suspended Sentence. 37 of these are female and 245 are male;
- 442 offenders were in custody as of 7th March 2008, with 18 of these being female, and 424 male;
- 200 people are 'On Licence'. 10 of these are female, the other 190 male.

Turning to ethnicity, the snap-shot offered the following break down for each form of status.

Figure 5: Offender Status by Ethnicity

Column Chart Showing the Staus of Doncaster 'Offenders' by Ethnicity (as of 7th March 2008)
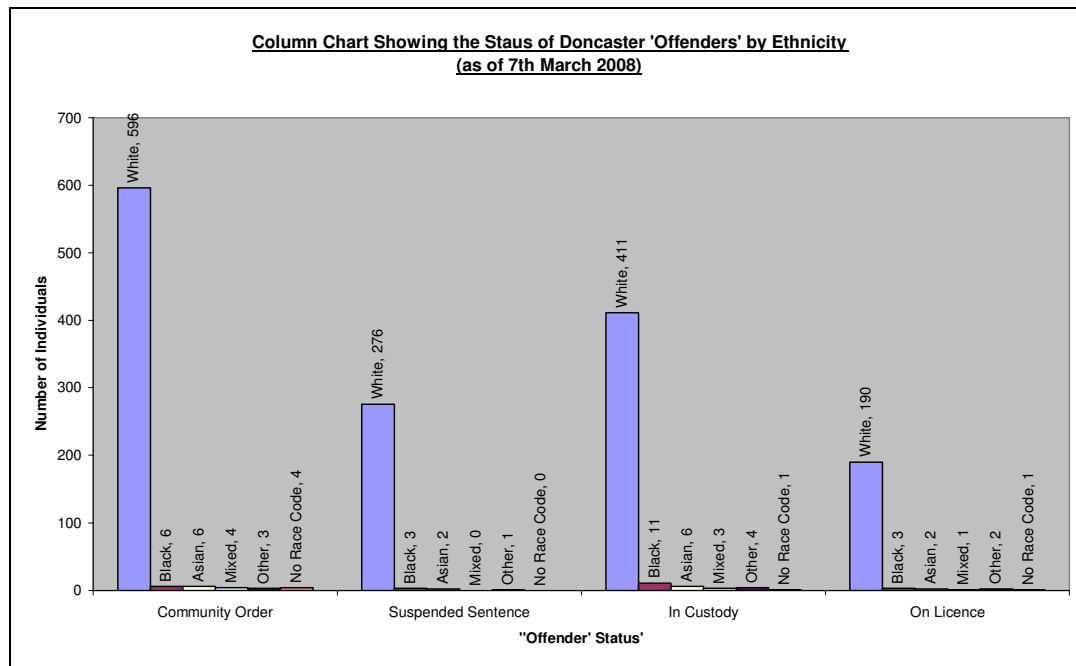
The highest number of people are shown belonging to the 'White' group who are currently subject to a 'Community Order' (596), followed by those in custody (411). The least number of 'White' offenders are to be found on licence, 'Black' offenders had their highest numbers 'In Custody' (11 service users), followed by those serving a 'Community Order' (6 service users). The data drawn only permits a limited descriptive discussion. Due to the caveats discussed at the beginning of this section, a tentative approach to claims of its representativeness and validity beyond the cohort should be adopted.

Having discussed the types of current offences of the Doncaster cohort and the form of Sentence or Conditions which service users are subject to, it is now feasible to introduce these variables in one graph to highlight the number of offenders for each category of offence and what their sentence or order status is for proportions of offenders within each of these categories. This is developed in the subsequent stacked column chart (figure 6) and the tables accompanying it.

Figure 6: Number of Offenders for each Offence Category and their Proportional Status

Stacked Column Chart Showing Offenders by Offence Type and their Status (as of 7th March 2008)
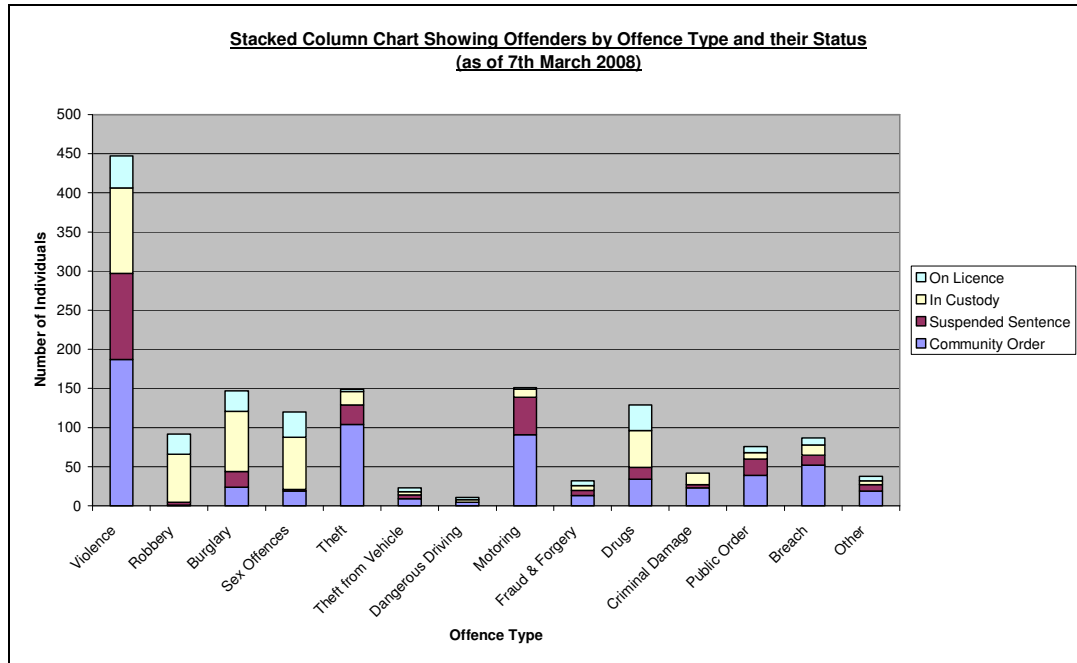
	Violence:	Robbery:	Burglary:	Sex Offences:	Theft:	Theft From Vehicle:	Dangerous Driving:
Community Order:	187	1	24	19	104	9	5
Suspended Sentence:	110	4	20	2	25	5	0
In Custody:	109	61	77	67	17	4	3
On Licence:	41	26	26	32	3	5	3
Total:	447	92	147	120	149	23	11

	Motoring Offences:	Fraud and Forgery:	Drugs:	Criminal Damage:	Public Order:	Breach:	Other:
Community Order:	91	13	34	23	39	52	19
Suspended Sentence:	48	7	15	4	21	13	8
In Custody:	10	6	47	15	8	13	5
On Licence:	2	6	33	0	8	9	6
Total:	151	32	129	42	76	87	38

Taking 'Violence' to illustrate how the chart might be read, we can see that the greatest proportion of this category of offenders, as of 7th March 2008, are on a 'Community Order' (187 people). This is followed by those on a 'Suspended Sentence' (110 people), then closely by those 'In Custody' (109). The lowest number are those 'On Licence' (41). Staying with the example of 'Violence' we can see that not only does this constitute the highest number of offenders, it is also the category with the highest number of individuals 'In Custody', when compared to other offence categories.   Yet, it is worth highlighting that for 'Burglary', a comparatively large proportion of offenders (77) are 'In Custody' when compared to 'Theft' where 104 individuals are on a 'Community Order' (for 'Burglary' this figure is 24) and 17 are 'In Custody'.

The Doncaster Cohort: Other Relevant Characteristics
In addition to the demographic and sentence data already dealt with in the previous sections, summaries of case data were also requested to include information on:

- The number of Offenders' by Tier;
- The number of current Prolific and Other Priority Offenders, their gender and ethnicity;
- The number and gender of those who are subject to a DRR (Drug Rehabilitation Requirement; and
- The number of offenders subject to Multi Agency Public Protection Arrangements (MAPPA), by level.

The next pie chart details the number of offenders and their place in each tier. The tier relates to the risk level of offenders who receive statutory supervision, 1 being the lower risk of offender tier to higher risk offenders at level 4. Theoretically at least, higher risk offenders should be matched by increased intervention.

Figure7: The tier status of Doncaster Offenders who are subject to statutory supervision by the probation service

Pie Chart Showing the Number of Doncaster 'Offenders' by Tier.
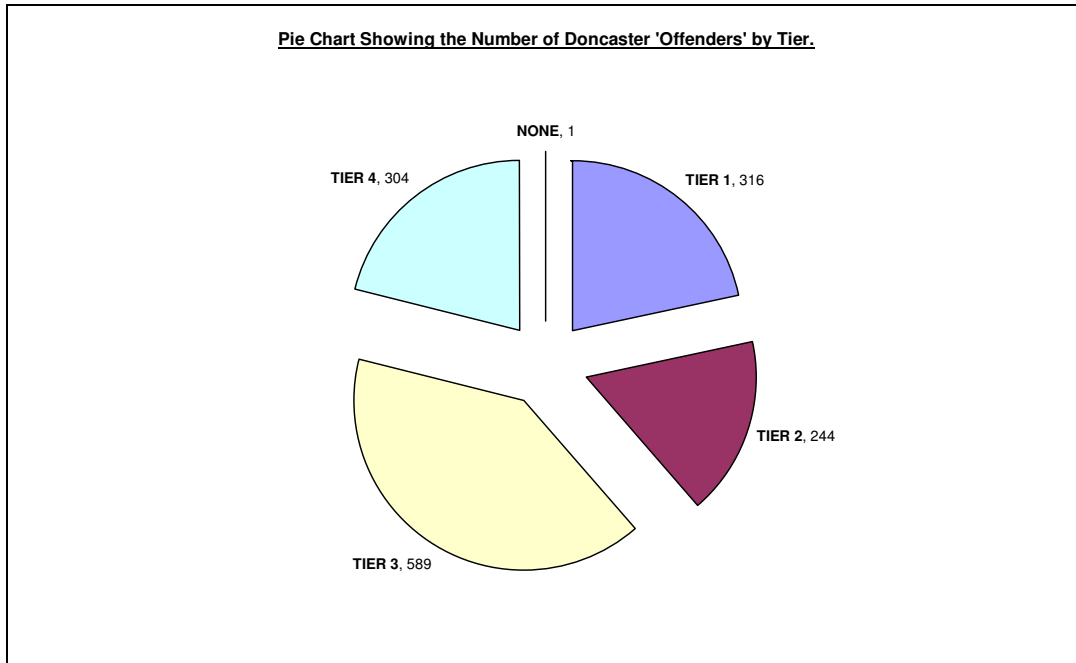
The pie chart shows that:

- (As of 7th March 2008), there are 316 Tier 1 offenders;
- There are 244 Tier 2 offenders;
- There are 589 Tier 3 offenders;
- 304 individuals are identified as being Tier 4 offenders; and finally;
- 1 'offender' had no Tier status.

Figure 8 refers to the ethnic breakdown of the Doncaster Prolific and Priority Offenders (PPOs) of which there are 54 in total.

Figure 8: Ethnicity of Doncaster PPOs

Column Chart Showing Breakdown of Doncaster Prolific and Other Priority Offenders (PPO's) by Ethnicity (as of 7th March 2008).
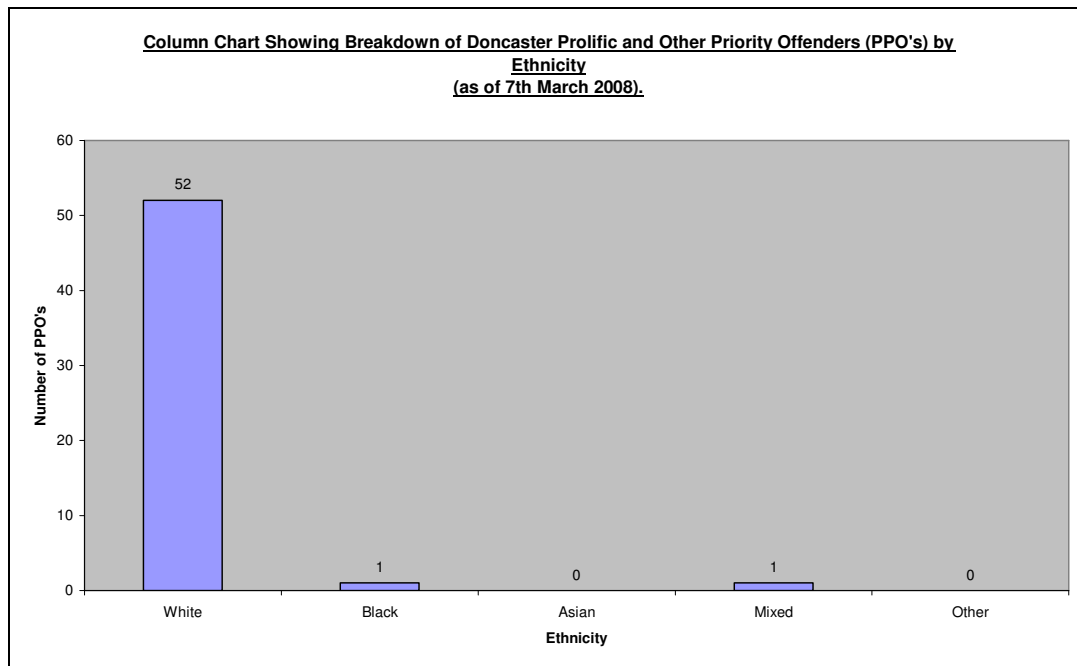
Hence, of the 54:
- 52 are 'White';
- 1 belongs to the 'Black' ethnic category; and
- 1 is recorded as being of a 'Mixed' ethnicity.
- There were no 'Asian' PPOs.

Similarly, nearly all of those with a Drug Rehabilitation Requirement (DRR) are 'White'. Of a total 80, 79 were recorded as being a member of this category. The remaining 1 did not have an ethnicity code in the caseload records. However, the gender of these individuals is less one sided (see Figure 9).

Figure 9: Gender of those subject to a DRR

Pie Chart Showing the Number of Doncaster 'Offenders' subject to a Drug Rehabilitation Requirement, by Gender (as of 7th March 2008).

19

61
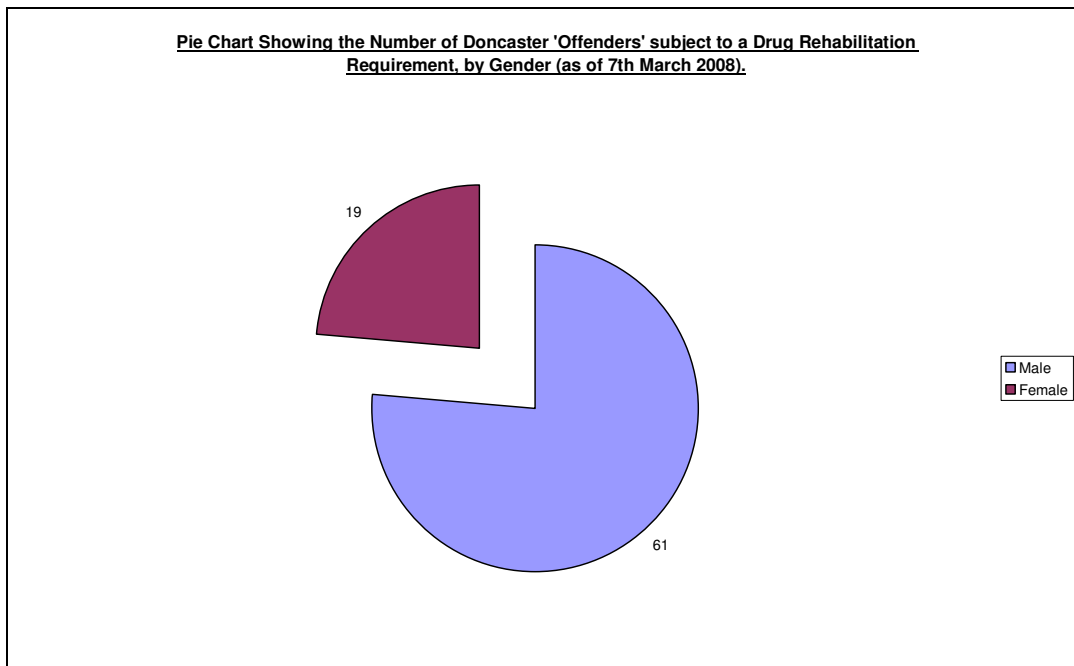
Male
Female

Although the pie chart shows that there is a substantially higher incidence of males on a DRR (61 individuals), there is, however a significant number of females (19).

Data on offenders subject to MAPPA arrangements is currently more limited. There is an absence of information on gender and ethnicity. However the final pie chart of this section does give information on MAPPA cases by level. In brief, the level increases as the risk of re-offending and harm to the public increases along with the involvement of a range of agencies.

Figure10: MAPPA Cases (by level)

Pie Chart Showing the Number of Doncaster Multi Agency Public Protection Arrangement (MAPPA) Cases, by MAPPA Level.

MAPPA 3, 4

MAPPA 2, 84

MAPPA 1, 109
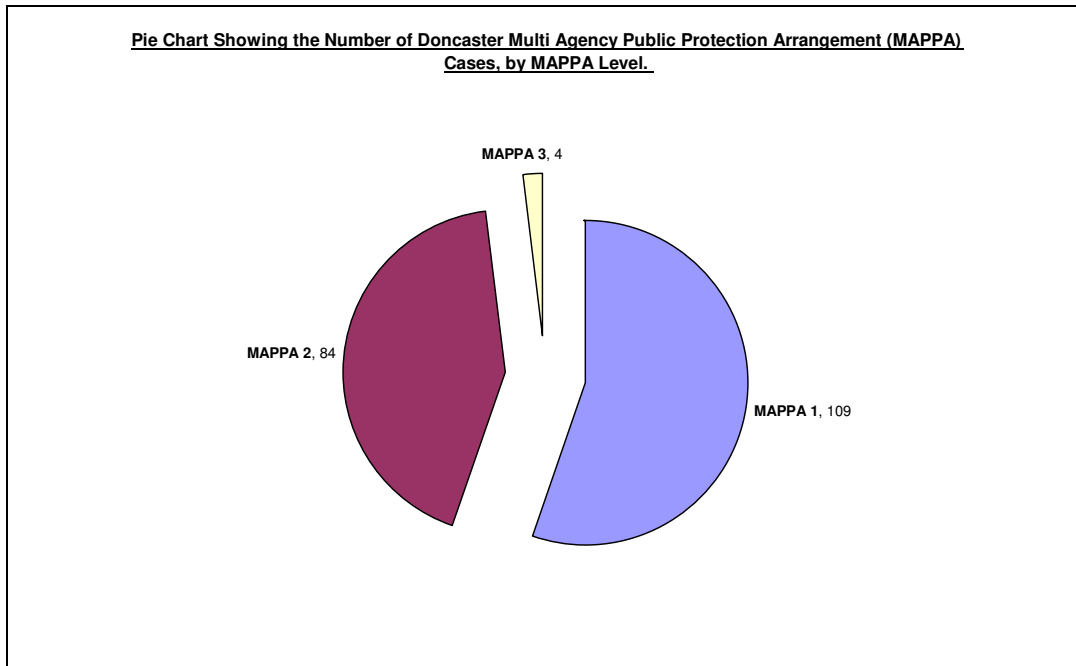
Of a total of 197 MAPPA cases:

- 109 Offenders are identified as MAPPA 1 cases;
- 84 are MAPPA 2; and
- 4 are MAPPA 3.

3.1.2 Snap-Shot Two: An OASys Needs Analysis

Whereas the first snap-shot emphasized the offence details and demographics for Doncaster service users as live probation cases as of the 7th March 2008 the next snap-shot is broader in that it takes from OASys data for Doncaster all recorded starts of orders and licences between 01.02.2007 and 31.01.2008 (a 12 month period and a total of 1112 cases). It reports firstly on formal risk assessment questions as detailed in the criminogenic needs section of OASys. Here the numbers indicate that a client has a need in a particular area by a yes being recorded, instead of a no, in response to questions about particular factors and needs being linked to their offending. The data then moves to provide some comparison between this assessment of needs and offenders self-report assessments. Figure 11 is a column chart that illustrates the results of this first exercise.

Figure 11 Probation Caseload Data: 'Offenders'' Needs:

OASys Data showing the Criminogenic 'Needs' of Probation Clients in Doncaster
(all recorded starts of orders and licences where the team is in Doncaster between 1.2.07 and 31.1.08 - a year's data)
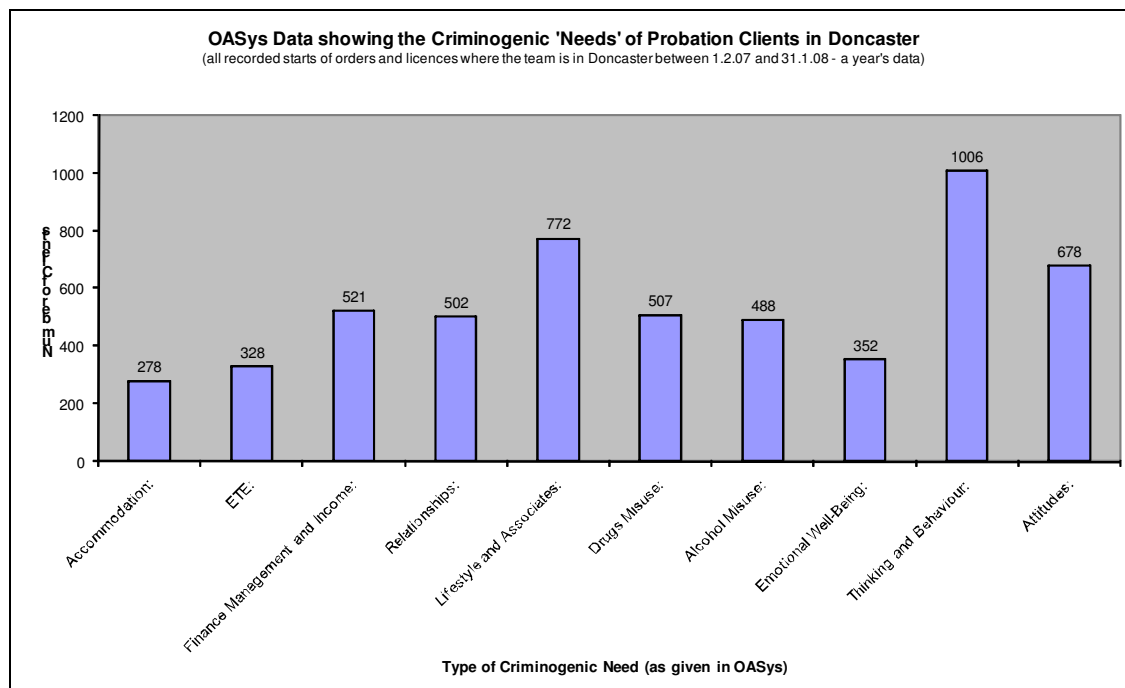
Prior to talking about the findings in more detail there is another potential caveat which the research has not been able to control for. In their evaluation of prison pathfinder programmes for AUR prisoners Lewis *et al* (2003) questioned whether the interviewer/assessor conducting OASys and their agency background could bear some influence on the assessment of offenders needs (for instance certain staff members/agency figures might be more inclined to record needs presented by offenders which were congruent to the areas which they were currently, or historically had been working in).

Notwithstanding this and the prior mentioned limitations of OASys, the above column chart seems to highlight cognitive-behavioural and attitudinal areas as being the predominant variables with which there is a link with offence related behaviour. As is shown, 1006 probation clients had Thinking and Behaviour issues recorded as a factor linked to their offending. This was followed by the Lifestyle and Associates category (772 clients) and Attitudes (678 clients). The chart also shows:

- Finance Management and Income, Drugs Misuse, and Relationships too have a noticeable amount of positive responses in that, for each of these respectively, there were 521, 507 and 502 who recorded these as factors linked to their offending;
- Though Emotional Well-Being figured comparatively less than the aforementioned 'needs' (352) responses, there are arguably some issues around whether more robust evidence would be produced in the light of more information on the meaning of each 'need' area being made available. A number of anomalies also appear to be present. For instance, even though there are Lifestyle and Associates and Emotional Well-Being labels it is debateable as to where mental and physical health conditions should be located. Indeed, subjective interpretation on the part of the recording clerk or probation officer may in actuality result in an increased likelihood of such issues being recorded differentially.

Further, and perhaps quite unexpectedly, there appears to be a relatively low number when it comes to the reporting of a relationship between accommodation and offending. The manner in which the original data was recorded does not facilitate interrelationships to be drawn between multiple variables. Hence the analysis is unable to show that categories such as accommodation, ETE, and Drugs Misuse might interact and have a cumulative effect which is greater than any individual category. To some extent the qualitative fieldwork, particularly with service users, created more opportunities for such phenomena to be explored, as well as giving some detail of characteristics within specific categories.

The data thus shares some of the limitations of the data sets which have been drawn on, and due to factors such as gaps, and differences, in the way information is recorded and classified there are compatibility issues in trying to create and sustain a holistic vision of the needs of Doncaster service users from some quite disparate information sources. This is, to some extent, evident within OASys exercises. A theme which is illustrated by the way in which service users' self-assessment of need is structured and taken into account.

Like the above exercise caseload data was extracted OASys for the same 12 month period from the self-assessment section of OASys reports. For most, it is notable that the number of service users this covers represents a somewhat

reduced amount of clients compared to the more 'formal' sections of assessment which have been detailed in previous paragraphs. Hence, the following column chart reports on the available data for 473 people starting an order or a licence in the aforementioned period.

Figure 12 South Yorkshire Probation Caseload Data: The Self Assessment of Criminogenic Factors by Doncaster Service Users.

Self Assessment Data of Needs taken from caseload data of Probation Service Users in Doncaster (1.2.07-31.1.08)
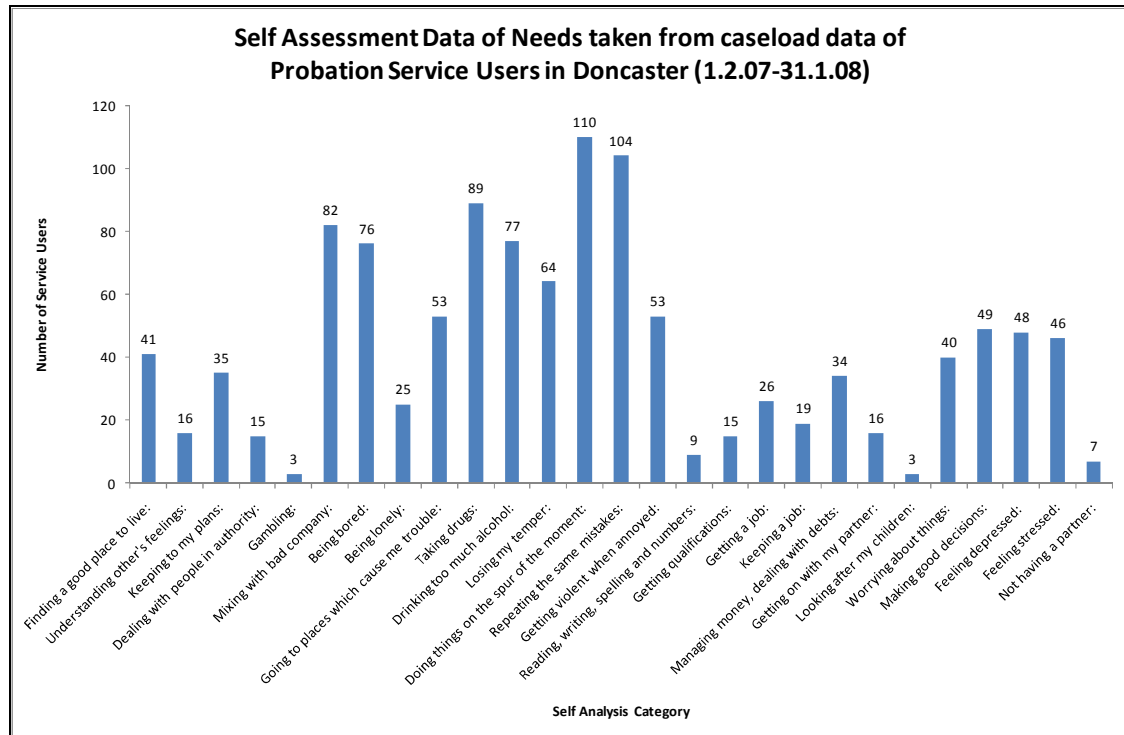
Though comparison between data sets/graphs is problematic due to the variations that exist in the definitions and names of variables, there are nonetheless some apparently common themes that arise. Much like the formal assessments, variables that indicate what might come under the umbrella term of 'cognitive-behavioural and attitudinal issues'. Such factors deemed to be influential in offending are represented, particularly in 'offenders' self-assessment which points to the following factors:

- Doing things on the spur of the moment (110 service users);
- Repeating the same mistakes (104 service users);
- Mixing with bad company (82); and
- Being bored (76).

Issues such as 'feeling depressed' (48), 'feeling stressed' (46) and the inability to 'make good decisions' (46) may similarly be included under the above umbrella term. What this also illustrates is some of the problems of attempting to

consolidate data collected for different purposes as means of looking at one theme. The offence-related data more accurately indicates what might have been a factor in the original offending but does not necessarily means this strictly fits with attempting to prevent re-offending. However a possible inference that can be made is that the comparatively high incidence of self reports in these categories is in-keeping with the formal OASys reports which suggest the Thinking and Behaviour, along with the Attitudes, of offenders remain an area of interest which needs addressing (thought the production of the gap analysis is aimed at ascertaining whether sufficient amount of provision is available to meet the areas and extent of need). It would, on initial inspection, seem that there is also some support for the relatively low proportion of service users who self assess that 'finding a good place to live' is a key need to be addressed. Caution is though needed as a result of some potential clients not being included in the caseload data – particularly transient, short term and remand prisoners.

Nonetheless, the emphasis on cognitive-behavioural skills and attitudinal issues is somewhat reflected in the qualitative fieldwork in which desistance/offenders motivation not to commit further offences has emerged as a valid theme.

3.1.3 Snap-Shot Three: A Yorkshire and Humberside Local Area Authority Prison Data Capture Exercise

As detailed, the caseload data facilitates a useful account to draw on as a means to appreciate the demographic, offence, and status characteristics of a recent cohort of Doncaster Borough service users who are part of the statutory responsibilities of the Probation Service. The use of this second snap-shot partially redresses the omissions of the first dataset by drawing on the example of short-sentenced, AUR prisoners. The Social Exclusion Unit (2002)[1], along with others (Lewis et al, 2003)[2] have highlighted that these, along with remand prisoners frequently receive less support despite demonstrating a number of interrelated and complex needs, a condition which imprisonment and the absence of support can further perpetuate. This second set of data is extracted from an exercise originally conducted by Government Office for Yorkshire and Humberside and local prisons. Like some of the OASys data, the research is time-bound, focussing on a two week period commencing on the 12th November 2007. It should be noted that this data is therefore not necessarily indicative of release patterns per se. It is also limited in reliability and validity due to a reliance on self-reporting by prisoners themselves on issues such as drug and alcohol misuse. Indeed, it is a possibility that on these issues a degree of under-reporting exists. Yet the data does allow for observations on the following themes:

- The number of AUR releases for the two week period by prison (including New Hall female closed prison;
- A somewhat tentative analysis of the number of prisoners who:
  - are recorded as living in settled accommodation on release;
  - entering employment, training or education (ETE) on release;
  - have a self-reported drug related need; and
  - have an alcohol related need.
- A comparison of prisoners who are released from different establishments; and
- A comparison of Local Authorities which released prisoners return to.

Over this two week period a total of 168 AUR prisoners were released from HMP/YOI New Hall, HMP Leeds, HMP/YOI Hull an HMP/YOI Doncaster. The following chart presents this data broken down by establishment[3].

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[1] Social Exclusion Unit (2002) *Reducing Re-offending by Ex-prisoners* London: Office of the Deputy Prime Minister

[2] Lewis, S. and Vernard, J., Maguire, M., Raynor, P. and Vanstone, M., Raybould, S. and Rix, A. (2003) *The Resettlement of Short-Term Prisoners: an Evaluation of seven Pathfinders* in RDS Occasional Paper No 83 London: Home Office

[3] It should be noted that establishment where prisoners are released from may not indicate where they will return to – these figures are discussed later in the report

Figure 13: Release of AUR Prisoners, by Establishment

Column Chart Showing the Number of Under 12 month (AUR) releases from Local Prisons (including New Hall female).
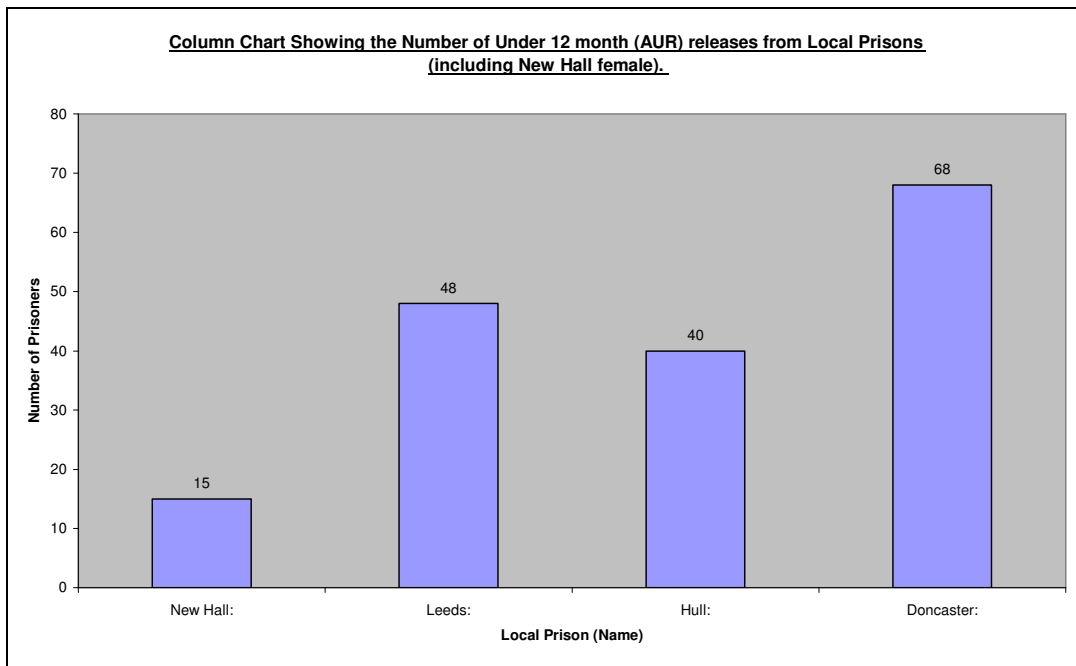
As the chart illustrates, the highest number of releases for AUR's came form HMP/YOI Doncaster (68 prisoners), the second highest number came from HMP Leeds (48). Hull release 40 AUR's and New Hall released 15.

Returning to the total number of releases we can show the cumulative total of needs issues across the sample:

Figure 14: AUR Prisoners from Four Yorkshire and Humberside Prisons and their status in relation to area of 'need'

Column Chart Giving Total Number of AUR Releases and Their Needs for All Local Prisons.
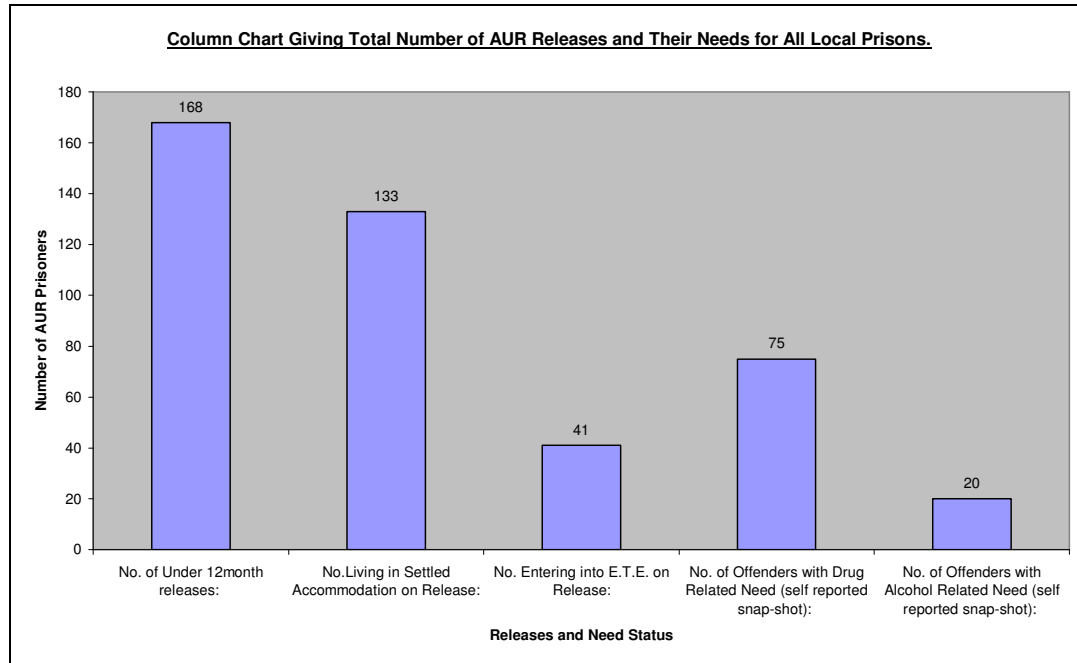
Of the 168 prisoners on release:

- 133 were recorded as living in settled accommodation on release;
- A total of 41 prisoners were entering E.T.E;
- 75 had a self-reported drug related need; and
- 20 self-reported an alcohol related need.

Taking each area of need we can focus on particular establishments and how proportions of these figures are particular to each prison, starting with the number of prisoners living in 'settled' accommodation on release.

Figure 15: Number of AUR (ex) prisoners and area of support/needs
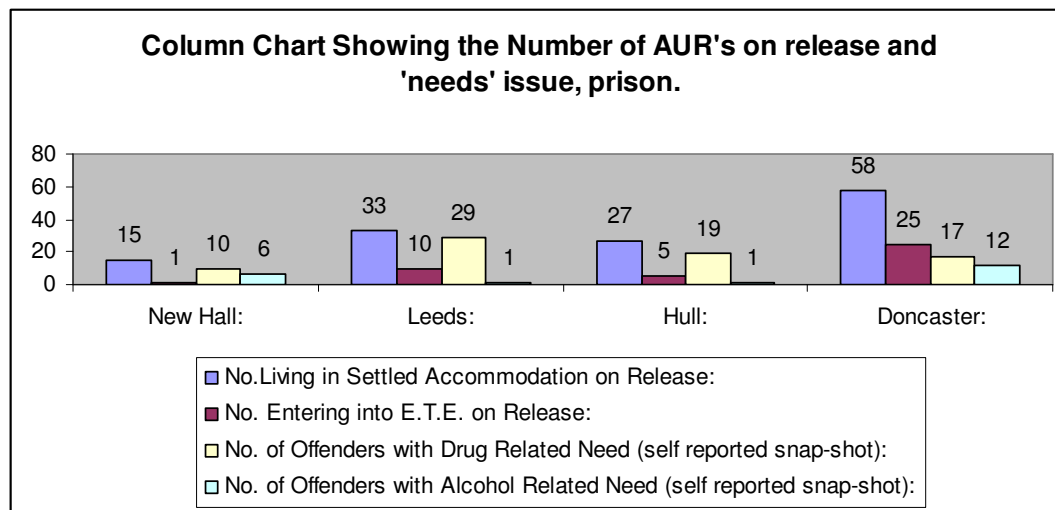
Although there is a need for more information on as to how 'settled' accommodation' might be defined to appraise the level of need more accurately, the pie chart highlights that 58 (44%) of the prisoners with 'settled' accommodation were from HMP/YOI Doncaster. Leeds had 33 (25%) with 'settled' accommodation followed by Hull (27 people, 20%). New Hall had the least with 15 people, (an 11% share of the group). It is worth highlighting that in terms of the operational and actual capacities of these prisons additional work would be required to interrogate how these numbers weigh as a proportion against each prisons population. There are analytical limitations also on how we might draw conclusions about the numbers of prisoners who are not recognised as living in 'settled' accommodation on release.

The column chart also details that:

- 1 AUR at New Hall was entering E.T.E on release;
- 5 were entering E.T.E. on release from HMP/YOI Hull;
- 10 from HMP Leeds; and
- 25 from HMP/YOI Doncaster.

There was no data in the exercise to indicate which 'strands' of E.T.E prisoners were entering (i.e. there was no separation between Education, Training and Employment).

Whilst the final two categories may in reality be higher than the results suggest we can see that in the two week period the highest number of prisoners with a self-reported drug related needs were from HMP Leeds (29 AUR's). HMP/YOI's Hull and Doncaster had 19 and 17 AUR's with this need respectively. New Hall had the lowest number, with 10 individuals self-reporting a drug related need,

although this may be due, in-part, to the higher number of individuals in total being released from the prisons such as HMP/YOI Doncaster and HMP Leeds. However, at Leeds and Hull only 1 AUR at each establishment reported an alcohol related need. Doncaster and New Hall, correspondingly, had 12 and 6 AUR's self-reporting this issue.

Perhaps of increased importance for the terms of reference of Doncaster's resettlement evaluation are the locations of AUR prisoners in the region, by Local Authority Area. These figures are shown in the next column chart and enable some tentative comparisons to be made.

Figure 16: Post Release Destination of AUR Ex-Prisoners

Column Chart Showing the Number of AUR Ex-Prisoners by Post-Release Destination.
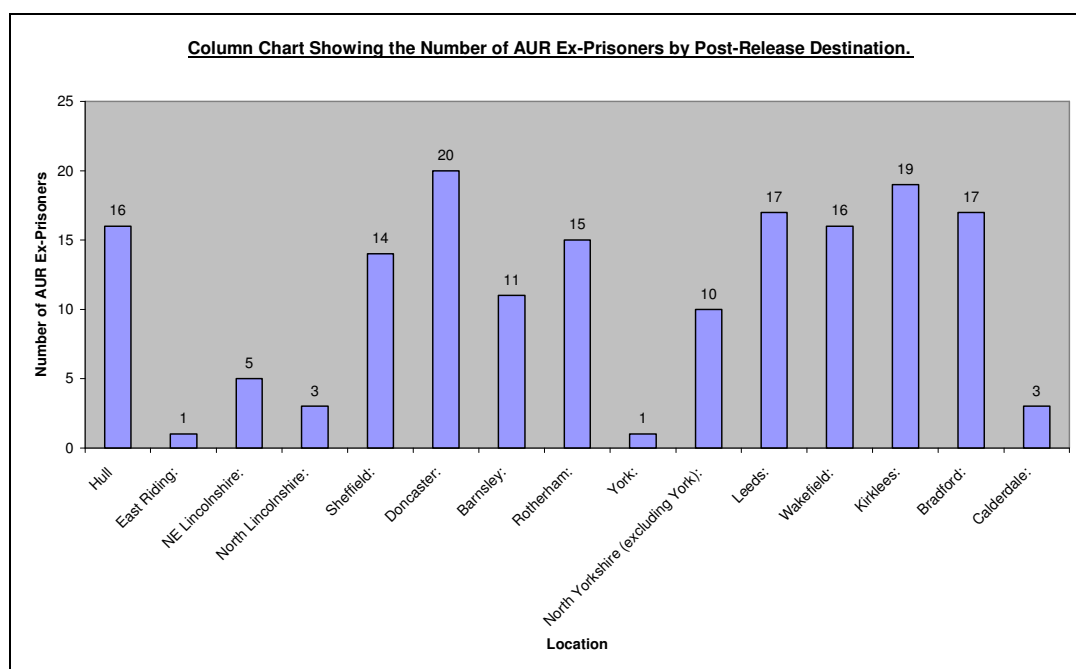
Doncaster (20 ex-prisoners) along with Kirklees (19), Bradford (17) Leeds (17, Wakefield and Hull (16 each) were the most popular Local Authority Areas where the AUR's in this snapshot were returning to. The East Riding (1), York (1) North Lincolnshire (3) and Calderdale (3) had the lowest numbers. The data obviously is not indicative of release patterns per se, and a more general view of releases should take in remanded prisoners, those released from training prisoners (both inside and outside Yorkshire and Humberside) and on a reduced scale those from high security prisons (such as Wakefield and Full Sutton and other Cat A prisons on a nation wide scale). These figures also do not look at prisoners who may be held in Cat D (Open) establishments and are in the community on licence conditions, who may in fact return to areas outside of those where, for example, work and voluntary activities may take place.

For each area it is possible to plot the accommodation and E.T.E status, as well as the number with self-reported drug and alcohol 'needs'.

<u>Figure 17: Clustered Column Chart Showing the Needs of AUR Ex-Prisoners by Local Authority Area</u>
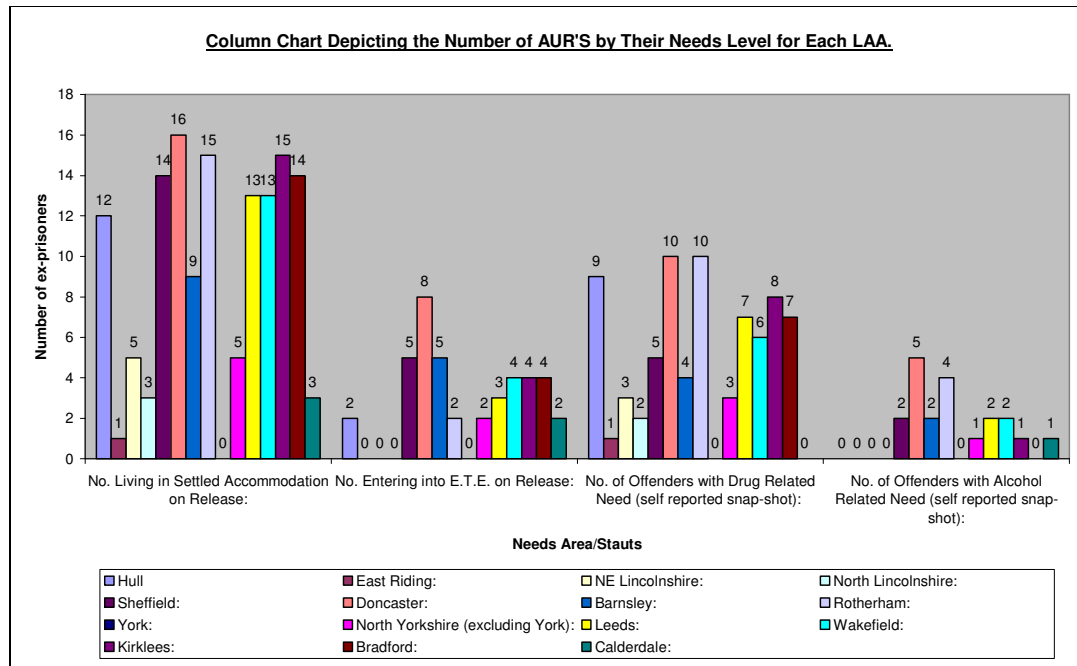
For reasons of clarity, the column chart is accompanied with corresponding information captured in the below table(s):

	Hull:	East Riding:	NE Lincs:	North Lincs:	Sheffield:	Doncaster:	Barnsley:	Rotherham:
No. in Settled Accom:	12	1	5	3	14	16	9	15
No. entering E.T.E o	2	0	0	0	5	8	5	2
No. with drug related need:	9	1	3	2	5	10	4	10
No. with Alcohol related need:	0	0	0	0	2	5	2	4

	York:	North Yorks (exc York):	Leeds:	Wakefield	Kirklees:	Bradford:	Calderdale
No. in Settled Accom:	0	5	13	13	15	14	3
No. entering E.T.E o	0	2	3	3	4	4	2
No. with drug related need:	0	3	7	7	8	7	0
No. with Alcohol related need:	0	1	2	2	1	0	1

Within the confines of the limited data, the graph and accompanying tables suggest that in each area Doncaster has, comparatively, the highest scores in each category. Thus whereas there are higher numbers for those in 'settled' accommodation and entering E.T.E, it is also, apparently, the case that there is a higher level of self-reported need surrounding drug and alcohol issues. Going further we can conduct a descriptive, or graphical, illustration of this range of figures at a sub-regional level.

Figure 18: Clustered Column Chart showing a Sub-regional breakdown of Status and Needs.

Column Chart Showing AUR Ex-Prisoner Releases and Needs by Sub-Region.
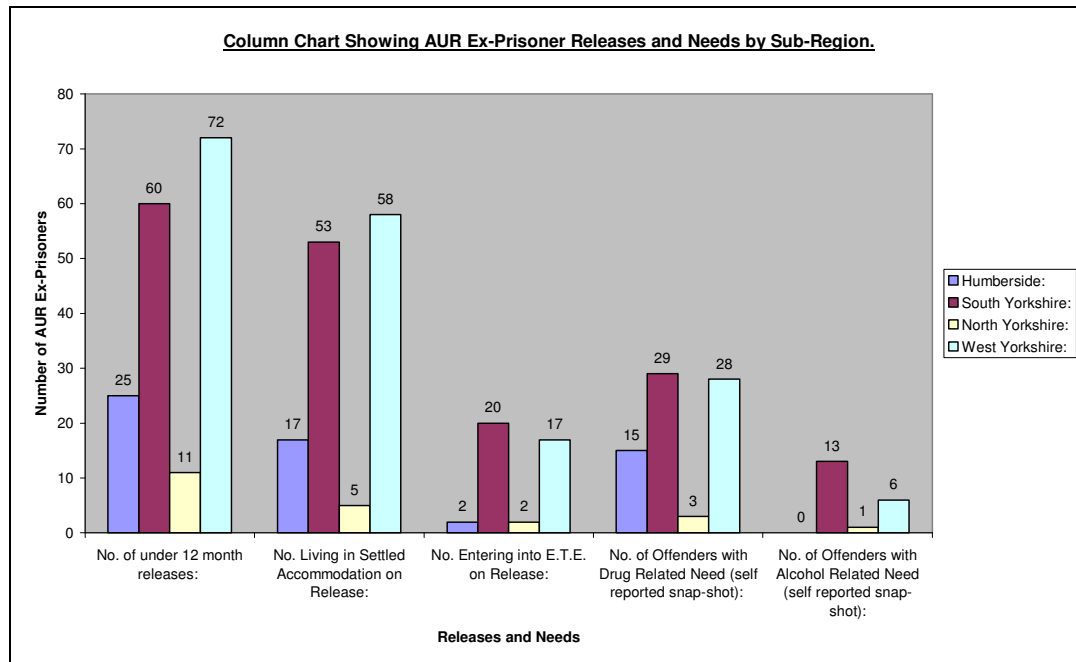
Whilst South Yorkshire achieves relatively high numbers of AUR's entering settled accommodation (53 AUR's) and E.T.E (20 AUR's), in comparison to other sub-regions there are also greater numbers exhibiting drug and alcohol related needs (29 and 13 respectively). Again these figures can, to a degree, be explained by the greater proportion of AUR releases that occurred in the sub-region. Hence this is also relevant to West Yorkshire and the two sub-districts (Humberside and North Yorkshire) where figures are, again, comparatively lower. For example, for Humberside the figures are 17, 2, 15 and 0, in order, for settled accommodation, E.T.E., Drug related and Alcohol related needs).

3.2 Stakeholder Interviews

Qualitative data from stakeholders is a critical element of the gap analysis. Analysis of the 22 stakeholder interviews has provided indications of where gaps in service delivery might lie.

The comment falls into four areas:

- perspectives from the local male prisons;
- local services;
- the partnership and 'joined-up working';
- visions or aspirations for a more integrated framework.

3.2.1 Prison Perspectives

The diversity of the prisons located in the borough is represented in the table below:

Establishment	Security Category	Type	Age group
Doncaster	B	local	18-21 + adults
Moorlands Closed*	C		18-21 + adults
Moorlands Open	D	open	18-21 + adults
Lindholme	C	training	adult

*Moorland Closed also contains approx 12 Restricted Status YO Prisoners (lay persons terms these are often referred to as 'Cat A' equivalents, contains YO life sentenced prisoners etc)

Seven resettlement managers have been interviewed across these establishments. Of the four, HMP Doncaster is the prison most likely to house offenders from the South Yorkshire area. Staff from the other prisons stressed that they hold offenders from a typically wide geographical area. The nature of some establishments means that offenders are placed there as part of a planned progress through their sentence, but all four are feeling the impact from the current capacity problems in the system.

What this means for the prisons is that they are working to maintain large networks of statutory partners and providers across many local authority areas. This reflects the fact that most offenders are not being released to the Doncaster area.

Despite their location in Doncaster, local relationships do not seem to be strong, particularly with the local authority. Agencies such as SOVA and Shelter are contracted to the prisons to work on employment/training and housing respectively. However, it is only HMP Doncaster that has committed significant resources to engaging the voluntary and community sector. HMP Doncaster is also the only prison to have a link with the housing department who comes into the prison to deal with homelessness and housing benefit claims.

Several significant themes arose from the interviews:

- none of the resettlement teams had links at a strategic level with the Safer Doncaster Partnership;
- the priority and resources given to resettlement activities within the prison is very dependent upon the attitude of the governor;
- community services for housing and other resettlement needs are often poorly integrated - Doncaster was not felt to be different from other areas in this respect;
- drugs work was identified as the one area where prison and community work well together because both CARATS and the DIP schemes are proactive;

- alcohol provision was felt to be a gap;
- staff from three establishments talked of wanting to conduct needs analyses and to make sure that services in the prisons were provided on the basis of evidenced needs, which is not the case at present. There was discussion about the way that the prisons each operate separately and one interviewee debated the potential for the prisons to cluster and commission services together. This could simplify relationships and avoid duplications.

Two clear areas of significance arose in relation to Doncaster's engagement with prisons:

- services for offenders who plan to resettle in Doncaster;
- services that could be provided by local agencies across the prisoner population.

The issue that most concerned staff in the prisons was housing. This included processing of homelessness applications, access to suitable supported accommodation and difficulties in dealing with the problems caused by previous rent arrears.

Interviewees were asked about the needs of particular offenders. It was generally felt that planning processes and access to resources are robust for the minority of offenders in MAPPA or PPO categories, and also for longer term prisoners who are subject to full end to end offender management. The real problems tend to arise with the short term prisoners because of time constraints and minimal sentence planning.

Young offenders were felt to be difficult but this was because they are typically being held some distance from their home area. No particular concerns were raised about young offenders from the Doncaster area. It should be noted that these prisons do not hold young people under the age of 18. Our further enquiries will explore any issues for that younger age group and for women offenders of all ages.

3.2.2 Local Services

The main concern from stakeholders in the community was also around housing:

> "Everything else I've talked about in terms of wrap around services - employment, training, education, you know, the full gambit - if we were going to prioritise, accommodation's got to be there as the number one."
> (Strategic Partner)

This reflected the concerns of the prisons around:

- the time taken to process homelessness applications;
- the reality that single homeless men are not considered a priority group and it is a fight to get vulnerability recognised;
- the lack of accommodation with differing levels of support;
- the inability to move people on from supported accommodation which results in 'bed blocking'.

Social housing in Doncaster has experienced significant changes with the transfer of local authority housing stock into an Arms Length Management Organisation in 2005. St Legers is still a very new organisation and in its early days has focused its attention on improving the housing stock and its basic housing management processes. It is now at a stage of development where it can start to look at what can be achieved with partners and this will be welcomed, given the concerns expressed about offender accommodation.

There is a relatively small quantity of housing stock from other Registered Social Landlords (RSLs). Pressure is being put on these social landlords by a rise in the house prices and the levels of private rents which are not fully paid by housing benefit.

The local authority still retains statutory responsibilities for homelessness and is currently consulting on a new homelessness strategy, which has a brief section on offenders, mainly referring to work with prisons. It is unclear how much the housing department are engaging with the Safer Doncaster Partnership, but it may be that this is a point where there is leverage and the possibility of improvement.

Action Housing is the main provider of accommodation services for offenders. They are funded through Supporting People to run four floating support schemes for offenders and individuals who have support needs associated with mental ill health or drugs. In January of this year they took over 30 units of accommodation previously run by DACRO and are adjusting to their new property management role.

There are other projects which house offenders, such as M25, but overall provision is limited. It is also reliant on Supporting People for funding which comes with stringent performance targets relating to successful tenancies. These targets are difficult to work with in offender projects, particularly at the more chaotic end of the offending spectrum.

In comparison to housing, there was little comment in interviews about education, training or employment.

Interviewees were positive about drugs services and the relationship between the DIP and other provision, such as The Garage. There was considerably more

concern expressed about alcohol services and mental health, which are not so linked with crime and disorder partners.

No particular comments were made in interviews about the needs of women offenders. However, it is noted that Doncaster is part of the Together Women Programme, which provides a range of easily accessible services for women.

3.2.3 The Partnership and 'Joined up Working'

The majority of interviewees from Doncaster were from the core crime and disorder partners and were therefore fully committed to the partnership. Some questions did arise about the inclusiveness of the partnership and the engagement of other key agencies, both at a strategic level and in the five theme groups.

Although these views may not be fully representative of all partners, interviewees were extremely positive about the partnership structures:

> "The structure works very well, yeah. I mean, you've obviously got the feed up and the feed back down as well as that, you know, the groups can raise any blockages that they've got at a fairly strategic level through the performance group and also you've got that element of, you know, setting the strategic vision at the CDRP." (Strategic Partner)

> "Things have moved on significantly and we've got some extremely good relationships. I think the key to it is the meeting structure and the various theme groups because we sit around the table and we will problem-solve problems." (Strategic Partner)

The substance misuse commissioning group was singled out for specific praise (one interviewee wished that similar groups were operating around mental health and alcohol provision). There was mention in several interviews about the recent development of relationships and the joint problem-solving approach.

Collaboration was seen as strongest around DIP, PPOs and MAPPA cases, when agencies come together to manage risk. A high level of satisfaction was expressed with these processes, which are seen to provide benefits all round. This provides a clear impetus for moving key parts of the structure together - specifically in the first instance the co-location of PPO and DIP teams.

There was a mixed sense from interviews of the vision for joining up services beyond the offender groups of most critical concern for crime and disorder partners. For some the interest was mainly instrumental and focused on dealing with priority offenders and impacting upon crime. Others had a broader vision of joining up services to benefit all offenders leaving prison and to achieve more

integrated working. Most agreed, however, that a co-located Offender Management Unit was an appropriate first step.

There were a number of reflections in interviews about building and sustaining working relationships, which clearly have not been robust in the past. There was mention of connections being lost as staff move on, which seems to suggest that engagement from some agencies has been based on personal rather than organisational commitment. In general, thinking about the wider partnership and co-ordination of services, one partner commented that:

> *"We know that at the minute we are not necessarily joined up enough ..... I think we are starting off at a low base, but I think the important thing is that, you know, there's a willingness to actually address it from all partners."* (Strategic Partner)

3.2.4 Moving Towards an Integrated Framework - Visions and Aspirations

As indicated above, there is willingness within the partnership to improve joint working and to create more integrated services. Interviewees were asked about the change process and barriers to progress. The themes that emerged were:

- change is being driven by the police and DIP agendas;
- the process of change needs leadership;
- there is concern about the active engagement of key partners, particularly at an operational level;
- sometimes the work of agencies is targeted in a different direction because of the need to meet their organisational targets;
- time constraints do hinder joint work;
- the need to focus on rehabilitation alongside enforcement.

The first two points are of particular interest and raise the question of where leadership should lie and how it should be held to account. Are there agencies which should be influencing the agenda but are constrained in their ability to do so?

In terms of engaging partners, two issues were raised. Firstly, the need to review the membership of the partnership and who sits on the theme groups, becoming more proactive about reaching out and including more agencies. Secondly, having a wider representation in the partnership will enhance access to services:

> *"You need the sort of core services in there, which obviously in this instance probation features strongly in there, but you actually need a shopping list to be able to draw from so you can actually... so you need all the partners who might take part in that shopping list."*
> (Strategic Partner)

This vision is more holistic and envisages what Connexions would refer to as 'a basket of services' for offenders. This is a long term aspiration and other interviewees talked in more definite terms about steps along the way to integration. The first step would be the co-location of the PPO and DIP, possibly followed by the inclusion of higher risk offenders and the VISOR framework. Further integration could be achieved by all agencies re-organising to deliver services aligned with the five Safer Neighbourhood Groups. It was recognised, however, that this might be a challenge for some agencies and may take some time to achieve.

Specific ideas about housing services were also articulated. The lack of procedures around resettlement was commented upon in several interviews. Interviewees referred to streamlining processes for dealing with homelessness applications and housing benefit claims whilst in prison. Developing supported accommodation was another ambition, particularly to fill the gap in provision for the most chaotic offenders. Other interviewees were keen to develop protocols and processes to ensure that offenders can have a structured progression towards independent living:

> *"In terms of what we should be doing, it's like creating a pathway from release from prison through to secure accommodation. We need some sort of formal protocol, a formalised process whereby.... there needs to be some agency, some organisation, some individual that tracks somebody so we can see where the blockages are."* (Strategic Partner)

Similarly, one partner talked about some small scale pilot work:

> *"Some sort of a scheme which we'd need to work on which basically says, you know, 'We'll move you through different accommodation types and you engage with us in, I don't know, being clean from drugs, entering training etc etc but the end prize is you get a set of keys in social housing which could be a year or so down the line."* (Strategic Partner)

Although challenges were identified within the interviews, factors helping or promoting change were also discussed. The meeting structure was seen as integral to this, but also the quality of partnership relationships, which have developed over time at an operational level and are currently becoming closer between strategic managers. Another key aspect is the widespread recognition that enforcement and crime control measures can only go so far and that working with offenders towards rehabilitation is necessary to impact upon re-offending rates. One interview encapsulated this neatly by saying:

> *"They need supporting at the same time as enforcing. 'Supportment' and 'enforcement'".* (Strategic Partner)

3.3 On-Line Survey

As part of the evaluation we conducted a survey which aimed to identify offender resettlement needs and the service provision available in this area, according to practitioners. Approximately 90 emails were sent out asking practitioners to complete the survey. They were also asked to forward it on to any colleagues who may also be able to complete it. In total we received 52 replies. Respondents are from the following agencies/sectors:

Agency	Statutory	VCS/Charity	Other	Responded
South Yorkshire Police	√			
NOMS	√			
South Yorkshire Probation	√			
South Yorkshire Fire and Rescue Service	√		√	√
HMP Doncaster	√			√
HMP Lindholme	√			
HMP Askham Grange	√			√
HMP Moorlands (open and closed)	√			
HMP New Hall	√			√
Local Council - DMBC	√			√
Doncaster Primary Care Trust	√			√
Government Office for Y&H			√	√
St. Ledger Holmes	√			√
Job Centre Plus	√			
DMBC Supporting People	√			√
DMBC Community Safety	√			√
Court Services	√			
SYJS	√			
LSC	√			
Doncaster Women's Aid	√			
Local Criminal Justice Board	√			√
NHS	√			
Doncaster & SH Healthcare Trust		√		
DIAL Doncaster			√	
SERCO			√	
DACRO		√		
Beacon House		√		
National Community Boats Association		√		
Reed in Partnership		√		√
Restoring Broken Walls Trust		√		√
The 'Sobriety' Project		√		√
M25 Housing		√		

In order to make the on line data more accessible we have analysed current responses in relation to 4 major themes, as follows:

- What aids the delivery of services to offenders?;
- What hinders delivery of services to offenders?;
- Are there any gaps in provision?;
- Are there any examples of best practice you can tell us about?.

What aids the delivery of services to offenders?

- Joined up working focusing on the needs of the offender.
- Clear learning specifications in terms of outcomes in the offender management plan aid delivery.
- More outreach support, improved working partnerships with the local college.
- Working within prisons is highly effective.
- Have a liberty group - to capture offenders 6 weeks before discharge this is when they can access the services. Also include short term offenders who are not captured by OASys. Generic assessment panel board that captures offenders serving less than a year-then can provide services.
- Prison inreach assessment by ECHG - who manage the residential component there.
- Multi agency working.
- Better planned exit strategies especially early release for continued care in the community.
- Good linkages between different agencies, sharing information, consideration in terms of the victim.
- Exchange of information between all the agencies /partnerships involved.
- Funding aimed at positive discrimination in favour of young offenders to compensate for extra issues which sometimes have to be addressed.
- One to one support providing continuity of advisor. Funds for vocational training not available through LSC.
- Responsiveness to individual need. Lack of bureaucracy and organisational layers. Schemes that involve meet & greet arrangements on the day of release e.g. DIP contacts.
- The most fundamental aid is appropriate accommodation.
- To have accommodation secured on release and either training or in the case of substance misuse, access to the Structured Day Programme at New Beginnings.
- Provision of secure accommodation.
- Being available out of hours, being prepared to make sure that the 'small' things are sorted e.g. bank accounts, cashing cheques, bills. Cross-referencing with agencies such as DIP and Probation. Being determined to champion ex-offenders and make sure that they do not fall through the net.
- Good partnership working.
- Holistic client-focussed services.
- Access to, and provision of funding for resources.
- Suitably trained, dedicated staff for specific groups (PPO'S) – professional support enabling 'offenders'/prisoners rapid access to treatment (interventions).

What hinders the delivery of services to offenders?
- Organisational targets/pressures such as overcrowding clashing with the reality of what can be achieved.   - Lack of individual sentence planning.   - Open site - very short term offenders don't benefit from the service and they are not in there long enough for officers to help them.   - Issues about dovetailing to projects e.g early release of prisoners without medication being in place.   - Exit strategies, especially early release for continued care in the community.   - Lack of suitable accommodation, lack of support to maintain tenancies, lack of basic household management skills. Limited employment training opportunities, delays in receiving benefits on release, discontinuation of drug treatment pending set up with GP services. Need for more ongoing supervision and support to follow on from work done in prisons. Lack of motivation from employers, including public sector to provide work placements and training opportunities.   - Lack of finance and quality people.   - Ex offenders do not qualify for day one eligibility of adviser discretionary fund (payment of up to 300 pounds available for clothing etc to support entry into employment). Ex offender group qualify for early entry (day one) for most courses/initiatives within JCP except this which is frustrating. Also need more specialist provision locally for this group.   - Judgemental attitudes of some organisations towards young people who have offended which are due to an ignorance of the facts (thankfully not common). Appropriate provision (training) which allows for the needs of the individual. Young offenders have often had a background which has not included any education and it is difficult to meet these needs and all the other needs they often present with.   - The '16 hour rule' which does not enable offenders to train and therefore enhance employment opportunities. Confusion over eligibility for New Deal   'Assessment overload' with no or insufficient time and/or resources for planned outcomes.   - Bureaucracy within the public sector, leading to frustration of workers and clients alike.   - Lack of suitable secure accommodation.   - The larger service providers are not flexible enough. They often work office hours. They are more interested in targets than people. Smaller providers are nearer to the grass roots but find funding their work difficult because they are not deemed to be large and not sufficiently professional.   - In general terms a lack of social housing which results in a shortage or all priority groups.   - Lack of awareness around 'offenders' i.e. stereotyping and 'fear' relating to the recruitment of ex-offenders.   - Issues of understanding between organisations as to what each other's role and background is.   - Centralised decision making, i.e. government commitment to DIP, resourcing such activities.

Gaps in provision

- Gaps in education - impact on development and employment.
- Work between the prison and colleagues in the community is not joined up.
- Lack of mental health support for newly released prisoners and alcohol support.
- Prisons do not have accredited courses or funding to help offenders overcome their alcohol addiction hinders delivery.
- Gaps in terms of drugs and mentoring support following release.
- Insufficient services providing accommodation and support for the numbers of ex-offenders we have in Doncaster. There needs to be a tiered provision of support so that people can gradually move to full independent living. At the moment they often come out of prison with no ongoing day to day support to manage their lives free of crime, and inevitably drift back into offending. There needs to be better linkages between services to create an end-to-end support system to both mange risk of re-offending and support effective rehabilitation.
- The offender's failure to engage and the lack of education. It is an IF THEN situation. IF you don't attend THEN you will be punished (AGAIN?).
- Post release claiming benefits, delay in receiving monies and arranging basic needs i.e. accommodation, addressing barriers such as drugs. Probation cannot provide full support and no-one else appears to be offering a one to one service for this group, consequently leading to old ways/re-offending.
- Suitably tailored, individual one to one training provision to enable young offenders to progress to mainstream opportunities.
- Lack of available and affordable decent accommodation. Support needed as soon as released to help with sustainability of tenancy. Immediate access needed to alcohol & drug services if relevant.
- There is an acute shortage of suitable accommodation for people just coming out of prison with the danger of them quickly slipping back into their previous life style, i.e. drugs and crime.
- Education gaps. Being moved and not being able to complete a course
- Homelessness is a major issue in keeping people on the streets and making them more likely to maintain their drug habit. Mental health provision is very patchy and hard to access. More notice could be taken of the voluntary sector and its many contacts with ex-offenders e.g. Hope centre, our town centre drop-in which receives no funding but is an access point straight off the street for up to 100 rootless people.
- Not enough link up between agencies.

Examples of Best Practice

- Through the gate working.
- DMBC (housing), CAB and employment/career services are holding surgeries in the prison and offer outreach services.
- Chamber of Commerce - find employment and further training for Doncaster returners. Teen Challenge-drug support-based Sheffield but takes referrals from Doncaster.
- DIP - in reach programme for assessment of need.
- Mentoring schemes, education and skills training, housing with specialist support, community re-integration.
- Jobcentre Plus are piloting a caseload project to give one on one support to ex offenders, providing job matching, CV service, interview techniques etc.
- The purchase by Doncaster ISSP of Rathbone Training Provision to provided individual, suitable provision for young offenders. This should be funded by LSC so that young people are able to claim EMA.
- Doncaster College has made significant strides in the work with offenders in the community in supporting education, training and employment in recent months - this work has been undertaken in conjunction with third sector partners in Sheffield, Rotherham and Barnsley.
- West Yorkshire Integrated Offender Management (IOM) initiative. Humberside Prison/Probation action plan.
- The notion of providing a 'premium' service for PPO's. We should be able to offer a holistic approach for all offenders which may not be 'premium' but should still meet a minimum standard and be 'fit for purpose' i.e. it enables people to 'resettle' successfully.
- The Doncaster M25 Homeless Project which is permanently staffed 24 hours.
- Our volunteering and employment project 'The Plot' which with very limited resources has enabled a small number of ex-offenders rebuild their lives. e.g. offender A, a prolific offender and drug user has now worked with us for 2 1/2 years. We provide a therapeutic employment model which encourages useful work and experience in a supportive and mentored environment. The cost of the Plot is £20,000 per year but it is reckoned that this will represent savings of over £100,000 when custodial and justice costs are factored in. We would like to access more funding to provide more part-time jobs for ex-offenders.
- Supporting People Services.
- The joint development of an offender management unit, housing the Police, Probation, Health and DIP staff.
- The Cathedral Archer Project (Sheffield) - advice and drop in centre for ex-offenders.
- The Outreach Team in HMP Doncaster - supporting ex-offenders upon release from prison. There needs to be more support like this as it is essential for people who are being released from prison.
- Doncaster DIP has just begun utilising its volunteers within the 'Bridge' centre at HMP Doncaster. This is a pilot project and we will be monitoring it to consider its impact and relevance to the programmed, with a view to approaching other local prisons to work with. We also have a close working relationship in particular with HMP Doncaster, and provide an in-reach service to ensure continuity of care.

It can be seen that survey responses in relation to aspects which aid or hinder service delivery, any gaps in provision and best practice examples, vary greatly across and within the statutory, voluntary and community and 'other' sectors. However, there are some common themes emerging across the sectors that have thus far responded to the survey:

- Multi-agency and joined up working aids service delivery and there are indications that this is sometimes being achieved but also evidence that there is work to be done to improve collaborative approaches;
- A lack of suitable accommodation and appropriate support is a key factor in terms of securing the rehabilitation of offenders. This is clearly the most significant gap in provision of services;
- Other areas where gaps have been identified include: mental health, alcohol, ETE and access to benefits.

3.4 Offender Feedback

A total of 35 participants have taken part in focus group/interview activity. 31 of these participants were male, consisting of:

- A focus group with four prisoners has taken place at HMP/YOI Doncaster;
- Detailed interviews with 2 male prisoners at HMP Lindholme;
- A focus group has also taken place at HMP/YOI Moorland Closed with 10 male prisoners of a variety of ages. A further group interview was conducted with two adults and one YO at the open site;
- A focus group at a (male) approved premises in the community with 11 people and a housing worker;
- A focus group of 4 women has also taken place in a community setting;
- In addition one male probation client in the community has participated in a detailed interview.

Bearing in mind that a total target of 48 participants for the service user section of the project was aimed for, the difficulties in recruiting males and females to take part, along with comments by those who have participated, have cumulatively reaffirmed the initial scepticism and cynicism which struck researchers engaging with this aspect of fieldwork. Despite offering a £10 voucher as an incentive in the community it would seem evident that there is some concern with how far 'offender engagement' can influence policy and practice. In short, service user engagement itself has been a key theme per se, going beyond the research project itself to broader notions of 'involvement' and 'stake'.

Aside from 'service user engagement' other common themes that emerged across groups of participants are outlined below:

- Accommodation, and moreover the provision of 'suitable' accommodation is key to reducing re-offending. Participants have described the 'linch-pin' effect that accommodation has in supporting access to other forms of practical support and interventions, such as holding down employment, being able to access benefits, and education and training – and the mutual effect this has on sustaining tenancy agreements. Also it was expressed

that prisoners thought the 'offender' label created an obstacle to accessing services. Effectively this label was primarily the most influential – despite that these people could 'fit' with other categories or criteria (such as being a 'vulnerable' person);

- The need for services to be 'client-based' and individualised as opposed to a statutory 'one size fits all' approach to provision which pigeon holes types of offenders – this also related to an ability to go beyond labels (prisoner; ex-offender) and focus on each client as having particular and often complex needs. In this respect services would be less prejudicial;

- Offenders' themselves had to have a desire or motivation to change – a finding that is conducive to prior research on the resettlement of short-term prisoners. This research has also shown that by supporting practical interventions with a focus on the cognitive-behavioural skills a greater likelihood of reducing re-offending (e.g. by offence type and frequency) is enhanced;

- Desire to change could be enhanced by creating services which would incentivise participation. For instance, during a focus group held at HMP/YOI Moorland Closed it was suggested that licence requirements could be conjoined with recreational/sporting activities to promote attendance. A certain numbers of breaches of such conditions would mean the temporary loss of involvement in these activities;

- Continuity of contact with an individual across custodial and community settings was favourable to also facilitate desistance – (at HMP/YOI Doncaster the example of a 'key' worker who had knowledge of drug issues was given);

- There were 'gaps' between prisoners own ideas of sentence plan/progression and that of service providers – a notable example being the use of hostels (this point arguably coincides with issues around thinking skills, desistance and perceived or actual 'gaps' in communication between agencies). Another example was cited by a hostel resident who, after several months, was still attempting to access mental health services via his GP;

- It was stressed by both men and women who we have met with that responsibility for accessing support services, particularly in non-statutory cases, lies greatly with the potential service user;

- Of the four women who have participated a noticeable difference between their needs and those of the males has related to the more overt emphasis on self-esteem and independence. Four ex-offenders took part in a focus group which was conducted at the Together Women Project at the YWCA in Doncaster and involved a discussion of their resettlement needs and how they have experienced support in this area in Doncaster. The majority of the women reported that they had been placed in prisons which were far from their homes and none felt that their housing needs were met when they left prison. The women reflected that in order to find support they have had to locate it themselves, it has not been offered to them. The

majority of the women reported that ETE was not one of their top priorities at the present time, accommodation was the most basic need that needed to be addressed as it impacts on their self-esteem at the most basic level.

3.5 Development of the Directory

A review of sources of information on resettlement services in the Doncaster area was conducted and the following sources were identified and reviewed:

- Clinks Directory;
- Supporting People Directory;
- HMP Doncaster;
- HMP Moorland;
- NOMS National Provider Network Yellow Pages (not yet available);
- UK Christian Handbook;
- Doncaster Learning Gateways Directory;
- Finder.co.uk (Market Location).

Other directories listed below were consulted and considered to be of potential use but we were unable to gain permission to include them:

- Doncaster Free Press - Public Information section;
- Doncaster Children and Families Directory;
- Directory of Offender Education and Resettlement Services;

For the sources we were able to use, the following fields were captured:

> **Agency Name:**
> **Agency Address (nation-wide):**
> **Agency Address (local):**
> **Address line 2**
> **Address line 3**
> **Address line 4**
> **Address line 5**
> **Postcode**
> **Agency Website**
> **Agency Email:**
> **Telephone (local):**
> **Manager/Lead Person1:**
> **Agency Sector:**
> **Service Base/Sector:**
> **Services:**
> **Clientele:**
> **Referral Process:**
> **Geographical Parameters:**
> **Info Source:**

Copyright clearance was sought and, where possible, these sources were combined into a single Excel spreadsheet. Where copyright clearance was not granted, signposts to this data are given above. Contacts supplying data from Prison directories did not consider it to be restricted so did not indicate that formal copyright clearance was required.

Once the data was consolidated into a single source, any duplicate entries were deleted, any irrelevant entries were deleted and the researchers ensured that the all information within the columns and rows matched the source service entered.

The data was stored in an Excel spreadsheet to facilitate integration, or transfer to a database in the future.

Observations on the Data
As we indicated in the interim report, there is a great deal of information concerning services in the Doncaster area. However, the following was noted:

- Not all the data sources are easily searchable geographically and many have a wide geographical spread which can make them unwieldy to use and time consuming to search;
- Some of these data sources are generalist in nature and, as such, there are issues of insufficiently precise categorisation, again making searching difficult;

- The multiplicity of sources means that entries often conflict and it is not clear which is the most up to date or accurate record;
- The frequency of updates varies considerably and often there is no date which indicates when the record was last reviewed or updated. While there is a requirement for prisons to review their directories, our experience from previous research is that this does not always happen.

Recommendations

It is clear that in its current format, such a directory can only provide a snapshot of services and maintenance of a resource such as this which consolidates data from a multiplicity of sources is time-consuming and labour-intensive.

Ultimately what is required is a single database which is:
- accessible;
- current;
- accurate;
- complete.

In order to be fully accessible to a wide range of users and to ensure that the most current version is in use at any time, the only real option is to host such a database on an internet site. Circulation of CD or hard copy versions of directories gives rise to difficulties in version control and given the disparate nature of the organisations involved, there is no shared internal network that can be used.

The benefits of using the internet for such a resource is that it can be easily made accessible to a wide range of stakeholders and management of the content of the directory can be distributed. Currency and accuracy of data sources are enhanced if organisations take responsibility for maintaining their own records and distributed content management via the internet can facilitate this.

The extent to which access to viewing/downloading the content of the database is controlled will need to be decided by the stakeholders involved. Updating of content will, of course, be restricted to the organisation which owns the record and any central systems administration function.

It is recommended that there is someone with a central oversight role for the directory who can check that updates are being done, set up contributor accounts for and liaise with organisations who might want to add their details to the directory, check for unsuitable usage etc. The extent to which content is directly added to the database without being moderated by a content editor is a matter for discussion. Moderation increases accuracy, prevents unsuitable usage but is time consuming. A less labour intensive model would be to control setting up of user accounts for organisations. In this model, an organisation

would apply to add their content to the directory, if the organisation was deemed suitable, the administrator would approve their application and a user account would be created for them. The contributors would also need to agree to abide by the conditions of use which would include statements concerning data protection.

A technological solution is relatively straightforward to acquire and implement. The more difficult element is to ensure that the database is kept up to date and maintained and that content owners buy in and commit to this. Ensuring buy-in needs to be addressed at both a strategic and operational level. Strategically, leaders and senior managers within the contributor organisations need to understand the importance of the resource and their organisation's role. Operationally, the resource needs to be easy to use and as integrated as possible into any existing processes. Involving contributor organisations in the design of the resource will be advantageous here. Selling the benefits of the resource to the organisation in helping them to achieve their objectives is also important. Champions will be required to help with communicating the directory and a formal launch event would be recommended to create interest about the potential of the new resource.

The following main tasks will need to be considered:

Formation of Task Group:
The task group will be responsible for the specification of the technical requirement, implementation and communication of the resource. This should include representation from key potential contributor organisations to facilitate buy in and support. The data snapshot we have developed should prove useful in identifying key members of this group. Identification of any central resource to support this project would also form part of this task group.

Requirements Gathering:
The data snapshot above starts this process in that it gives an initial indication of a possible structure for discussion. This stage should not just look at the technical requirement (fields, content management etc) but also the existing processes and systems which exist in potential contributor organisations and the extent to which any new solution can leverage these. Having representation from key potential contributors on the user group enhances the opportunities to achieve buy in and ensures that barriers to contribution are reduced.

Selection of Technical Platform:
Once the task group has a clear idea of what is required, it can examine the technical options available. It may be that a contributor organisation has existing capacity/expertise to offer this but care should be taken that the resource is not too strongly associated with a single organisation. It will be important for all contributors to feel ownership of the resource if they are to show the necessary commitment to keep it up to date.

Initial Data Population:
The snapshot we have created could be used as an initial data set to populate the resource. The benefits of this will depend on how long it takes to create the resource and thus how current the data snapshot is at this point. Population of the resource by key organisations will need to be in place prior to launch to encourage commitment and this will need to be a key focus of the task group.

Communication and Buy-in:
This begins with the formation of the task group above. The group will need to consider ways in which organisations outside of the task group can be involved and share a sense of ownership of the resource. It may be that existing groups and networks can be used to facilitate communication and buy-in. A launch event to communicate the resource and create interest is also recommended. The task group will also need to consider how interest can be maintained and the function of any central role in checking and encouraging contributions throughout.

4. Summary of Key Findings

The report will now highlight the key findings that have emerged from the fieldwork undertaken. The key findings have been grouped into sub categories as follows:

- Needs and resources - identifying the gaps;
- Joined up services   - partnership arrangements;
- Models of delivery   - offender management.

4.1 Needs and Resources

In terms of identifying offender needs we have secured some basic demographic data that relates to Doncaster statutory orders and some more area based information that provides detail around criminogenic needs. From this data the following findings have emerged:

- Significant numbers of Doncaster offenders, both statutory and AURs, have major problems with accommodation and homelessness. Accommodation difficulties are wide-ranging and include: barriers to securing housing as a consequence of previous rent arrears; an overall resource shortfall within which offenders appear at the bottom of the list; the absence of appropriate accommodation and the lack of intensive support to enable offenders to maintain tenancies over a prolonged period; inadequate inter-agency discussion of housing needs in relation to offenders and the absence of an effective strategic approach across key agencies to enhance services; difficulties in providing support through the prison gate and thereby addressing housing needs as a part of sentence and release planning;
- Although the provision of drug services is well developed and functional there are widespread and shared concerns about the availability of both alcohol and mental health support services to offenders. Stakeholders recognised the need to move toward joint commissioning approaches and begin to create some of the inter-agency structures that reflect the delivery of drug related interventions;
- A further area where respondents saw a specific need to improve services was within the delivery of and access to ETE opportunities. Whilst partnership arrangements are in place to enable statutory offenders to secure advice, there were concerns expressed that pathways for offenders were limited and undermined by administrative and procedural barriers.

4.2 Joined Up Services

The interviews undertaken with statutory partners support a general view that the existing relationships and the structures supporting them are essentially sound and robust. However there have emerged a number of issues that remain problematic:

- None of the prison located resettlement/offender management teams had strategic representation at the Safer Doncaster Partnership. This of course reflects the difficulties of divergent geographical responsibilities and raises questions of viability and resource effectiveness. Nevertheless it was recognised that although custodial/community collaborations were in many respects well developed and much impacted by the introduction of the Offender Management model; there were difficulties in developing strategic approaches to integrated services;

- Whilst the development of the Offender Management model was impacting on the development of joined up services for statutory offenders, concerns were expressed about AUR offenders and other non-statutories. The Government Office data detailed above in section 3.1, indicated the relatively high number of AUR releases to Doncaster from regional prisons. This raises issues of unmet need as resources to respond to this category of offender are limited. Any proposals around an integrated strategy must address this issue, particularly as the evidence suggests that this group of offenders has significant criminogenic needs;

- Although there were good levels of confidence with regard to the delivery of services to targeted groups of offenders, there were also concerns about the comparative effectiveness of delivery to offenders outside these priority areas. So there were clear processes for responding to PPOs, DIP/DRR offenders, MAPPA offenders but less evidence of the availability and access to the wrap around services for lower tiered and risk offenders. The resources follow risk approach was seen as potentially inhibiting in addressing resettlement in its broadest sense;

- Although resettlement was underpinned by cross cutting targets and joint commissioning, statutory agencies were also driven by their own performance targets which had the potential to inhibit the development of collaborative relationships and shared ownership of SDP priorities;

- There were some indications that representation at the theme groups could be enhanced to ensure that key providers were both invited to and attended key meetings. It was also identified that representation should be at an appropriate organisational level.

4.3 Models of Delivery

During the discussions with stakeholders some ideas in relation to service delivery developments have been flagged up. Some of these are clearly formulated and well beyond the initial planning phases. The first of these relates to opportunities for greater co-location:

- Nationally and regionally there has been a drive toward the co-location of services to address the needs of PPO and DIP offenders; this model brings with it opportunities for developing closer working arrangements across agencies, more effective exchange of information and intelligence and the common ownership of shared aims and objectives within an integrated team. In addition it enables the closer alignment of two previously distinct policy initiatives which frequently provide interventions for the same group of offenders. During the stakeholder interviews it became clear that there are opportunities for the PPO team, the police and DIP team to co-locate in new premises under an Offender Management Unit umbrella. Such a development is consistent with both Home Office policy initiatives and our understanding of effective practice based on previous research publications. The development of an Offender Management Unit also provides a model that may benefit the development of an integrated framework at a broader level.

Other discussions raised ideas that have not been widely debated and discussed but nevertheless provide useful starting points for debates around developing integrated frameworks.

- Whilst co-location of PPOs and DIP is very much on the table there are possibilities for extending the joined up cross agency approach to other offending groups. In particular the management of the high harm MAPPPA offenders might lend itself to such an initiative, with the potential for a district rather than area based approach and the establishment of a co-located police/probation team providing greater local knowledge and information exchange alongside the VISOR developments During the interviews some support was given to the progression of this approach and formed part of the later discussions in the consultative workshops.

Finally some interviews focused upon the broader issues of providing services more effectively across the piece.

- One suggestion focused on the possibility of re-shaping the management and delivery of statutory cases to provide a closer fit to the five Safer Neighbourhood areas within the borough. The existing offender management arrangements sit outside these geographic and community based groupings and this can create difficulties in integrating with local

service providers whilst also marginalising opportunities for influencing policy and securing resources. There was an acknowledgement of the critical role of the LAA in terms of driving forward policy and service developments; associated with this is a recognition that any integrated framework has to be responsive and sensitive to the needs and priorities of local communities.

5. Developing the Integrated Framework

Introduction

An Interim Report was prepared and widely distributed. Some responses were received but the main focus for review was to be three consultative workshops which were organised into three complementary groups:

- Service Providers;
- Statutory Services;
- Strategic Partners (both local and regional).

There were 20 participants in total at these workshops and some key absentees. However a degree of consensus emerged form these groups about both the direction of the findings from the Interim Report and the key factors which could help build an Integrated Framework.

5.1 Core Success Factors

The development of an integrated strategy is dependent on the commitment and contribution of staff engaged with offenders across the statutory, private and voluntary/community sectors. Within this evaluation there have been many examples of staff from a range of agencies demonstrating an enthusiasm and willingness to think creatively about developing joined up services that would have the potential to impact more effectively on the reducing crime agenda. These views have been articulated at practitioner, manager and senior manager levels. However it is also evident that in order to move from expressions of intent to the development of a framework that can make a real contribution to resettlement, certain core elements need to be in place. Without these the impact is likely to be marginal and issues such as resource management and prioritisation, target setting across agencies, the development of agreed objectives and outcomes, will be undermined. We have called these elements Core Success Factors and they are detailed below:

- Dynamic Leadership;
- Robust Governance;
- Effective Information and Knowledge exchange;
- Collaborative Partnerships;
- Cross cutting targets;
- Responsive to the National, Regional, Sub-Regional and Local context.

Dynamic Leadership

The evaluation has engaged with a wide range of criminal justice practitioners and those involved with working inside partner agencies who make a contribution to the resettlement of offenders in Doncaster. There is compelling evidence that there is a great commitment to improving services, a clear understanding of what needs to change and a fair degree of consensus around the major gaps in service delivery and how this impacts on the criminogenic needs of offenders. This preparedness to improve services provides a strong platform for service enhancement. Broadly it is evident that good levels of trust and partnership approaches have developed over a considerable period of time which reflects the fact that agencies have been working within resettlement over a prolonged period of time.

However it is also apparent that the shifts in strategic approaches that have resulted from the development of the CDRP, the LAA and the Reducing Re-Offending Action Plan, alongside the significant organisational and structural changes experienced by the police, probation and prison authorities, have resulted inevitably in competing strategic priorities, asymmetric performance targets, lack of clarity and certainty around medium term planning and difficulties in achieving consensus in terms of creating common ground when applying national and regional priorities within the local/district context. Whilst it is the case that existing structures provide opportunities for round the table discussions, it is not always apparent that this enables some of the competing service agendas to be debated and resolved.

Addressing these tensions is complex and is likely to remain an ongoing process rather than an issue that lends itself to a resolution. However in order to progress the discussion it is clear that the key players within the Safer Doncaster Partnership (SDP) need to demonstrate a clear leadership role in seeking opportunities to develop greater collaboration at the strategic level across agencies that would enable the development of a resettlement strategy that is sensitive to the local needs of Doncaster district. At a time when criminal justice agencies are experiencing increasing demands and diminishing resources it is a particular challenge for service leaders to actively promote cross-agency collaborations. There are risks that agencies might retreat into service defined priorities and only partially engage in cross cutting initiatives that might have greater impact with the resettlement agenda.

Within the existing structures that support the SDP there are expectations that agency leads meet and debate local priorities. However this can be problematic when strategic managers have broad briefs which encompass area specific priorities and are responsible for meeting national performance targets. In order to address the resulting difficulties it is desirable for the SDP to review the leadership roles of its members and consider the viability of developing a **resettlement leadership group** that is represented by all the key partners.

Robust Governance
The issue of governance is closely associated with that of leadership and requires the existence of organisational structures that enable effective communication, policy development, target setting, performance management and the evaluation of outputs and outcomes. It has not been within the brief of this report to undertake a detailed analysis of the governance arrangements and it is noted that in 2006 the SDP and South Yorkshire Police commissioned a diagnostic report from the Home Office Support Programme which made a series of recommendations relating to the structures, meetings, roles and responsibilities associated with the partnership. As a consequence a number of effective changes have been implemented.

However one key issue that has emerged from this report has been that of the need to create a multi agency organisational structure that enables the extensive local knowledge and expertise of practitioners and middle managers to be instrumental in impacting on the higher level strategic planning and decision making located within the SDP. There were examples within the fieldwork of knowledgeable staff across agencies clearly indicating that their voice was not heard and that their opportunities for influencing and impacting on key decisions around the development of resettlement strategies were marginalised. This was apparent both within the interviews with stakeholders and during the consultative workshops.

This brings into focus the relationship between the theme groups and the SDP meeting and the need to ensure that local knowledge is driving the development of local initiatives. This becomes particularly significant when the agency strategic lead does not have a local brief. Similarly at a broader level there were concerns expressed that the local resettlement agenda was not sufficiently represented at the meeting of the SDP.

A specific issue here is the relationship between the prison and probation services and the SDP. Currently the prison service is not represented at the strategic level, although there are many examples of resettlement managers within prisons being actively involved in promoting through the prison door initiatives. Representation is not a straight forward issue to resolve given the fact that four prisons are located locally and one is within the private sector. It is also clear that prison representation within CDRPs is problematic across the country. However it is unlikely that without some resolution of this issue, the difficulties of meeting the resettlement needs of prisoners on release will be addressed. Whilst the roll-out of the Offender Management model and the development of prison based offender supervisors creates opportunities for the end to end management of statutory cases, the significant numbers of Automatic Unconditional Release (AUR) and remand prisoners indicate that there would be great value in integrating the local prisons into the resettlement strategy via representation at the SDP or by some other mechanism.

The probation service is represented at the SDP by an assistant chief officer who has a range of area responsibilities; this provides helpful opportunities to locate key local debates within broader contexts and also enables joined up thinking around a number of divergent criminal justice strands. However the opportunity to draw on the district knowledge of local managers is not sufficiently developed and can result in concerns about local accountability and transparency.

Effective Information and Knowledge Exchange
Without effective communication systems, collaborative partnership approaches to resettlement will always be problematic. This report indicates that in general terms the communications between partners are usually characterised by a good degree of trust and that when necessary information sharing protocols and agreements are in place. Greater awareness of data protection and freedom of information has sharpened agency approaches to information sharing and exchange. Some concerns were expressed about the potential for competitive commissioning to impact adversely on information exchange and there remain some areas of uncertainty surrounding sensitive data but the bigger picture is that both criminal justice and partner agencies are more willing and able to share data that at any time in the past. Multi agency initiatives associated with Prolific and Priority Offenders (PPOs) and MAPPA offenders have contributed to a re-shaping of information sharing.

One particular component of this report has been to develop a Directory of Services that could provide a one stop shop for resettlement workers and others in securing information about existing service, what they provide and how to make contact and refer. This has been completed and exists as a hard copy. However there is a significant debate to be had around how this directory might best be made available to the resettlement sector in a manner that is likely to ensure its long term usefulness, viability and accessibility. There is already within Doncaster and the region a number of directories which set out to achieve similar objectives. These are generally hard copy and all need routine and regular updating if they are to remain useful. In addition access to these directories is limited.

In order to overcome access and updating issues there is a developing view that the current directory should be seen as an opportunity to develop an on-line resource, owned and managed by the SDP, which is made available across the entire sector. This would require an investment to develop and manage a website but would have a range of positive outcomes in relation to the development of a resettlement strategy. This would include:

- The development of an Information Exchange which could serve as a virtual meeting place for statutory, private, VCS agencies and members of the community: the directory would only form a part of this Exchange;

other initiatives could include discussion fora, community engagement initiatives, publicity and marketing etc;

- An inter-active and dynamic opportunity for on-line discussion and debate of key issues impacting on resettlement, drawing in both local, regional and potentially national contributions;
- An opportunity for those agencies represented within the directory to provide information and network with colleagues across the sector.

Collaborative Partnerships
Closely associated with effective knowledge exchange is the requirement to ensure that key agencies are enabled to work in a collaborative and therefore productive manner. This report finds that over the last five years significant advances have been made in moving towards this objective and the creation of the CDRP has been instrumental in supporting this agenda. Clearly there have been Home Office driven imperatives associated with joining up justice and creating a strategic framework with cross cutting objectives that have also been significant in breaking down traditional barriers and constraints. The development of the National Offender Management Service (NOMS) is an example of implementing significant structural and organisational changes to support end to end offender management and the impact on the resettlement of prisoners on release and during sentence is becoming increasingly apparent.

Partnership working needs to be multi layered to be effective; strategic alliances must sit alongside local partnerships which must be underpinned by robust local knowledge of community resources, needs and priorities. The development of the Safer Neighbourhood Teams is an example of how this approach can be effective.

Much of the evidence around collaborative working indicates that achieving best results often relates to the extent to which agencies are able to co-locate and create multi-agency teams working toward the same objectives and priorities. A number of research reports have indicated that the co-location of agencies around PPO/DIP and MAPPA have resulted in significant reductions in the reconviction rates for offenders and the development of more effective rehabilitation, surveillance, risk management, enforcement and public protection.

Within Doncaster there are underpinning barriers to developing collaborative partnerships at the local level as a result of the fact that the Offender Management model implemented by the probation service is not co-terminus with the Safer Neighbourhood Teams. Whilst there are agency imperatives that have supported this model it does create challenges for Offender Managers in developing relationships with local service providers and police. However it would appear that there are opportunities to create greater integration and collaboration within the context of a move to the co-location of service to specific groups of offenders. In particular there is ongoing discussion of co-locating the PPO and DIP programme within a single premises which would house police, probation,

DIP, DRR, health and support services. This report strongly supports the development of such a model, whilst recognising that the particualr proposal on the table may not meet the regulatory restrictions of each agency. Such an arrangement would enhance resettlement in a range of ways:

- Information sharing would be enhanced and would provide better intelligence to support both public protection and rehabilitation;
- Offenders would secure priority access to key services which would be located on-site;
- Agencies and practitioners would learn and benefit from the greater understanding that arises from the sharing of organisational cultures and contexts: police would become more rehabilitation aware and probation more public protection aware for example.

Similarly there are also potential opportunities for developing co-located approaches to managing the MAPPA offenders. Whilst not currently being progressed the probation service at a district level has expressed interest in considering the viability of a joint MAPPA/VISOR team located in a single premises which would bring together the police and probation staff who are currently involved in working with this group. This would support a cross agency offender management approach and the likelihood of improved public protection could be greatly enhanced.

Cross-Cutting Targets

Given that criminal justice agencies are held accountable to their own performance targets and penalised for failing to secure them, it is inevitable that there remains tension and concern around creating priorities and strategies that might not be seen to support the successful achievement of them. This report has found that managers are aware that on occasions agency priorities might not support the broader community safety agenda within Doncaster. However it is apparent that the Home Office is moving toward setting cross cutting priorities and targets that will potentially diminish this as a future obstacle to joined up resettlement approaches.

The Office for Criminal Justice Reform (OCJR) has published its strategic plan for the criminal justice plan, entitled "Working Together to Cut Crime and Deliver Justice"[1] This provides overarching priorities and includes a range of targets many of which are relevant to the development of resettlement strategies in Doncaster. However one extract is of particular significance:

> *"Building on neighbourhood policing, we will extend the community justice approach supporting the courts to engage with the local community, working in partnership with all the agencies involved, and drive down crime and re-offending"*

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[1] Working Together to cut Crime and Deliver Justice – A Strategic Plan 2008-2011. OCJR 2008

In order to help secure this and other objectives Local Criminal Justice Boards (LCJBs) are seen as pivotal:

> *"LCJBs will have a leadership role in driving reform across criminal justice agencies to deliver better services that meet the needs of their local areas; LCJBs will work closely with local partnerships– Crime and Disorder Reduction Partnerships and, in Wales, Community Safety Partnerships; These partnerships bring together services such as police, health services and local authorities and are responsible for assessing and drawing up plans to address their communities' priorities for tackling crime. LCJBs will work closely with them to plan how the Criminal Justice System can play its part in responding to local priorities and helping to reduce crime and re-offending."*

The South Yorkshire and Humber Local Criminal Justice Board region is to launch a Community Engagement Programme which will help enhance the commitment to this agenda.

HMCS Humber & South Yorkshire Community Engagement Programme

Community engagement is about engaging with the local community, ensuring that the courts are responsive to local people and working in partnership to solve the problems caused by offending in the local area.

The aims of the project in Humber & South Yorkshire are that:

- To provide the judiciary with the opportunity to develop an increased awareness of the impact of offending on the community and a further understanding of community views and issues so they are able to take account of them where appropriate, for example by specifying punishments that are visible to the community

- The community will have more information on the work of the court and the actions taken to deter and punish offenders

- More local people will be involved in the justice system e.g. by nominating unpaid work projects, as magistrates, as special constables, as witnesses etc.

This emphasis on promoting and developing local partnership approaches is supported by the Yorkshire and Humberside Reducing Re-Offending Action Plan 2007-2010[1] which states as a core priority:

> *"NOMS engagement with Local Area Agreements is given a high priority at a regional   and local level, to ensure that outcomes for offenders are negotiated and monitored."*

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[1] Yorkshire and Humberside Reducing Re-Offending Action Plan 2007-2010. NOMS 2007

Within the statement of strategic aims NOMS includes a commitment to:

> *"Provide a framework to support active engagement in local strategic partnerships acting as a conduit for national policy and contributing to the development and implementation of Local Area Agreements".*

At a district level Doncaster has developed a Local Area Agreement that includes targets associated with reductions in serious acquisitive crime, reductions in adult re-offending rates for those under probation supervision, reductions in the number of young offenders who re-offend, reductions in the incidence of assault and a reduction in repeat incidents of Domestic Violence. This therefore provides a number of cross cutting targets and creates an opportunity for key agencies to work in partnership at a local level.

Responsive to the National, Regional, Sub-Regional and Local Contexts
The Yorkshire and Humber Resettlement Strategy adopted in 2003 (Senior 2003[1]) recognised the importance of achieving effective synergies between the different layers of governmental and agency activity. The delivery of a co-ordinated response to resettlement issues at the level of the local area, in this case, Doncaster, needs to understand and be articulated as part of a range of developing responses to the problems of crime, disorder and repeated offending. As that strategy identified then:

> *'Effective resettlement is central to the economic and social regeneration of communities and the protection of victims. Reducing re-offending is not just a criminal justice issue: it is a health issue, a drug rehabilitation issue, an employment issue and a housing issue'*
> (Executive Summary: Senior 2003)

There have been good examples of positive resettlement practices both at a strategic (Senior 2003) and at a practice level (see the Re-Connect Project in Home Office: 2004). The successful achievement of a workable strategy on the ground has to focus on:

- its locus as a multi-agency and inter-agency task AND responsibility;
- generating and sustaining motivation being vital to the maintenance of the processes of change;
- the responsibility of all individuals, groups and communities not just the criminal justice services agencies – partnership has to be meaningfully addressed;

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[1] Senior P Pathways to Resettlement: A Strategy Document for Yorkshire and the Humber June 2003 (Sheffield Hallam University Press)

- community re-integration of offenders should drive community safety partnership agendas not the exclusionary 'nuts and bolts' approach which can predominate;
- policies need to be predicated on reducing the stigma and prejudice which bedevils the efforts of individuals to find a place back into society;
- ex-offenders can have a key role in supporting their peers' resettlement
- Offender Managers need to ensure support is delivered through a co-ordinated approach to case management and referral (adapted from Senior 2008[1]).

The notion of a Resettlement Champion appointed at local authority level to drive this agenda and ensure effective links are maintained and enhanced to ensure synergy between the local, regional and national agendas will be the single most important element in developing a workable and achievable Integrated Framework.

5.2 Specific Local Priorities

The gap and needs analysis undertaken as part of this evaluation has indicated a number of specific local issues that need to be addressed in developing an integrated framework for resettlement for Doncaster. Details of these delivery gaps are discussed in the main body of the report but are again highlighted here. The primary areas of concern in terms of current arrangements include:

- Services for Automatic Unconditional Release Prisoners (AURs);
- Accommodation and supported housing for ex-offenders;
- Alcohol support and services for ex-offenders;
- Employment, Training and Education pathways for ex-offenders.

Services for Automatic Unconditional Release Prisoners
Offenders released from custody on statutory licenses and offenders on community sentences will secure a range of interventions from criminal justice and partner agencies within the framework of the Offender Management model that is designed to provide end to end management. Within this framework the extent of the interventions provided will depend on the level of risk that the offender presents to the community. Certain categories of offender who represent heightened levels of risk will attract significant additional levels of supervision and surveillance (PPOs and MAPPA offenders).

There is however a category of offender who is at risk of being excluded from the interventions associated with the Offender Management arrangements. Prisoners sentenced to less that 12 months custody are released back into the community without the requirement of statutory supervision; both during and after their

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[1] Senior P *'Life after prison'* in, Green, S Lancaster E and Feasey, S (2008) (Eds) *Addressing Offending Behaviour: Context, practice, values,* Devon, Willan

sentence they will not in normal circumstances have access to either an offender manager or offender supervisors. As a consequence it is probable that on release, the underpinning issues associated with their criminality will not be addressed and the likelihood of further offending increased. Some of these AUR offenders will be identified by the Drugs Intervention Programme and others might be classified as PPOs and in these circumstances resources can be made more available. However the majority of AURs sit outside these programmes and represent a significant group whose needs are frequently unmet.

Although we do not have accurate data for the total number of AUR releases back into Doncaster over a prescribed period, the snapshot exercise based on data provided by Government office indicated 20 prisoners within a two week period from four prisons: New Hall, Leeds, Hull and Doncaster. If we add to that figure the numbers released from other prisons and those coming out from periods on remand, it is

> The **DAWN** project is an umbrella organisation that brings statutory and voluntary agencies together across North Wales and beyond to develop joined up services that are supported by satellite venues from existing partnership facilities. The partnership unites agencies who have a shared vision to tackle social exclusion by providing an accessible, rapid and seamless service that bridges the gap from exclusion to mainstream further education, training and employment for hard to reach client groups particularly those resettling from the prison estate.

likely that in real terms, the total will be significantly higher. Addressing this issue is a major challenge when developing an integrated framework. Examples in other areas of a co-ordinated approach to resettlement for AURs bringing together agencies across the public, private and voluntary sector may offer models for suitable adaptation in Doncaster (see for example - The Dawn Evaluation Project 2007[1] and insert).

Accommodation and Supported Housing for Ex-Offenders
A consistent finding from the research undertaken is that accommodation is the greatest unmet need with Doncaster. Significant numbers of Doncaster offenders, both statutory and AURs, have major problems with accommodation and homelessness. Accommodation difficulties are wide-ranging and include: barriers to securing housing as a consequence of previous rent arrears; an overall resource shortfall within which offenders appear at the bottom of the list; the absence of appropriate accommodation and the lack of intensive support to enable offenders to maintain tenancies over a prolonged period; inadequate inter-agency discussion of housing needs in relation to offenders and the absence of an effective strategic approach across key agencies to enhance services; difficulties in providing support through the prison gate and thereby addressing housing needs as a part of sentence and release planning.

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[1] Senior P, Buchanan J, Baker S and Evans M (2007) *The Dawn Project Evaluation 2007*. HCCJ/SIRU

The significance of addressing the housing needs of offenders is very well established. The link between homelessness and reconviction has been well established within a range of research reports published over the past few years (Maguire et al, 2007[1]). In 2006 Ian Crow[2] concluded that:

> *"Studies have consistently shown that people are more likely to re-offend if they do not have satisfactory, settled accommodation"*

Without the provision of settled accommodation it becomes increasingly difficult to undertake constructive work relating to the other problems that offender's experience. However it is also the case that certain groups of offenders will also require high levels of support to maintain and sustain independent housing; the allocation of a flat or house is not necessarily sufficient. It is also important to build in adequate support to equip some offenders with the skills required to line independently.

Doncaster Council is currently developing its refreshed Homelessness Strategy and Delivery plan and although awaiting final approval it includes a statement of intent to address the accommodation needs of young offenders and offenders. The role of Supporting People will be critical to the progression from intent to outcomes.

Examples in the South-West of a centralised one-stop shop, known as Gateways, for supporting and accommodating offenders (see insert Senior and Meadows 2008[3]) offers a useful template for developing a co-ordinated service.

> The **South-West Accommodation Gateway** (SWAG) was a two-year project, funded by the Ministry of Justice until March 2008. Managed by NOMS South West, its aim was *to reduce re-offending and crime by preventing and reducing the homelessness of offenders in the community and on release from custody*. Each Gateway has established a model of working which responds appropriately and dynamically to local circumstances, achieves local engagement by all significant agencies, builds effectively on prior arrangements and improves the access to appropriate housing for its target group. Within each Model a centralised, one-stop shop for housing needs for offenders, particularly for those with the greatest vulnerability to re-offending, has been created as a vehicle for co-ordinated action which will assist offenders in desisting from future criminal activity

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[1] Maguire, M., Hutson, S. and Nolan J. (May 2007). *Accommodation for Ex-Prisoners in the South West Region*. University of Glamorgan

[2] Crow, I. (2006) *Resettling Prisoners: A Review* York: York Publishing Services

[3] Senior P and Meadows L (2008) *Changing the Dynamic: An evaluation of the South-West Accommodation Gateway July 2008* Ministry of Justice and SHU.

Alcohol Support and Services for Ex-Offenders
In terms of unmet offender needs, the second priority that emerged was that of alcohol misuse. Feedback from stakeholders and statistical data from the needs profiles clearly indicates that alcohol misuse is almost on a par with drugs misuse as an offending related problem. However, although the provision of drug services is well developed and functional there are widespread and shared concerns about the availability of both alcohol and mental health support services to offenders. Stakeholders recognised the need to move toward joint commissioning approaches and begin to create some of the inter-agency structures that reflect the delivery of drug related interventions.

The development of drug related interventions sanctioned by the courts and resourced by criminal justice and health funding streams, appears to have resulted in the diversion of funds away from alcohol services for offenders. Alcohol misuse is closely associated with offending, particularly in offences of assault, criminal damage and domestic and other forms of violence.

The Doncaster Alcohol Strategy 2007-2010 identifies the links between alcohol misuse and crime and disorder and includes crime and disorder as one of its five key themes. The strategy includes the following aims:

- *Improving treatment for drug users with problematic drug use;*
- *Developing intervention programmes for offenders where alcohol is a factor;*
- *Developing alcohol and treatment and care services for prisoners;*
- *Providing health promotion information to prisoners in the Doncaster Prisons;*
- *Developing alcohol care pathways as part of Doncaster Prisoner Health Strategy.*

In order to move toward these aims robust joint commissioning relationships will need to be established within the borough. Representatives from the PCT, DMBC, South Yorkshire Probation, South Yorkshire Police, the NTA and Government Office should form the core group and report back to the SDP in relation to the strategic aims.

Employment Training and Educational Pathways for Ex-Offenders.
A further area where respondents saw a specific need to improve services was within the delivery of and access to ETE opportunities. Whilst partnership arrangements are in place to enable statutory offenders to secure advice, there were concerns expressed that pathways for other offenders were limited and undermined by administrative and procedural barriers. There was clear evidence of the development of collaborative relationships between the probation service and Doncaster College but whilst ETE provision was embedded within offender management it was recognised that there were opportunities to locate the training and employment needs of offenders within a broader context of

economic inclusion. The Doncaster Work Skills and Enterprise Programme is developing a delivery model which is dependent on community and employer engagement and which identifies the need to provide support packages via a key worker scheme. Within this developing model are opportunities to engage with the SDP to target offenders within local neighbourhoods.

However such an initiative would need to be mindful of the complex resettlement needs of offenders and in order to generate requisite understanding to support targeting assessment, support, interventions and outcomes, appropriate inter agency alliances need to be constructed which would enable collaboration between offender managers and key workers located within the enterprise initiative. Additionally consideration needs to be given to the access issues for those resettled offenders not on statutory supervision.

In order to support the development of inter-agency alliances there is a need for strategic discussions between the probation service at district level and the Doncaster Work Skills and Enterprise Programme. This should inform the development of an action plan which details roles and responsibilities, key points of contact and a framework for enabling access to enterprise opportunities within the development of the offender management approach.

> **Overleaf is a diagrammatical summary of this section on developing an Integrated Framework**

Drivers of an integrated framework

collaborative partnerships

robust governance

dynamic leadership

responsive to the national agenda

NATIONAL AGENDAS	REGIONAL AGENDAS	LOCAL ISSUES
•National Offender Management Structure •Offender Management Model roll out •OCJR Plan - Working Together to Cut Crime and Deliver Justice •Drugs Strategy 2008-2018 • Cutting Crime: A New Partnership 2008-11	•Reducing Re-Offending Action Plan •LCJB -Community Engagement Programme •West Yorkshire Police Integrated Offender Management Initiative •Together Women •Premium Services for PPOs •MAPPA •Regional Economic Strategy	•LAA Priorities reducing re-offending •Enhancing co-location •Gap analysis areas of concern *•Services for Automatic Unconditional Release Prisoners (AURs)* *•Accommodation and supported housing for ex-offenders* *•Alcohol support and services for ex-offenders* *•Employment, Training*

responsive to the regional agenda

cross cutting targets

Resettlement Champion

responsive to the local agenda

information Exchange and knowledge exchange

-65-

6. Key Recommendations

1 Development of a Resettlement Leadership Group

In order to provide additional leadership for the resettlement agenda the SDP should set up a small sub group chaired by a nominee of the Safer Doncaster Partnership. This will ensure effective linkage between the LAA and statutory criminal justice priorities and create synergy of purpose. Membership should include, as a minimum, managers from the probation, youth justice and police services and representation from the local prisons. In addition local authority, voluntary and private sector representation needs to be assured. The group should have a brief which includes:

- Developing resettlement strategies and policies in support of cross cutting targets;
- Prioritising the needs of AURs and other offenders unsupervised within the community;
- Promoting joint commissioning of key services for offenders
- Developing inter-agency understanding of offender management and resettlement within a local and district context;
- Consider the appointment of a **Resettlement Champion**, an individual who can ensure various aspects of the Integrated Framework will be co-ordinated and be a voice to develop local awareness of the strategy.

2 Development of an on-line Information Exchange incorporating the Services Directory

An open access Information Exchange will provide a single point of contact and information exchange for all agencies, community leaders and members of the public and will include an on-line directory of services which can be updated routinely. The Exchange will enable virtual networking and promote the development of collaborative relationships. In order to progress this initiative the SDP will need to:

- Form a task group responsible for the specification of the technical requirement, implementation and communication of the resource. This should include representation from key potential contributor organisations to facilitate buy in and support;
- Select a technical platform appropriate to meet the requirements of the Exchange and then progress the data population commencing with the directory of services made available as part of this report;
- Develop an implementation and roll out plan that supports multi agency buy in and communication. The task group will need to consider ways

in which organisations can be involved and share a sense of ownership of the resource. It may be that existing groups and networks can be used to facilitate communication and buy-in;

- Plan a launch event to communicate the resource and create interest;
- Resource the ongoing management of the Exchange.

3   Development of the co-location of service delivery

Co-location of agencies and services is widely recognised as an effective means of enhancing delivery and supporting collaborative approaches. It also promotes the rehabilitative and public protection foci of resettlement work. The SDP should:

- Progress the co-location of the PPO and DIP programmes into a single premises and seek to include both statutory and wrap around service providers within the project;
- Undertake a viability study to investigate opportunities to develop a co-located MAPPA-VISOR team in order to enhance the supervision, risk management, surveillance and resettlement of dangerous offenders within Doncaster.

4   Development of a Resettlement Strategy

This strategy should ensure attention is given to all the pathways identified in the Yorkshire and the Humber Reducing Re-Offending Action Plan but building on the Gap Analysis of this report should have two immediate priorities
a. **accommodation**
b. **alcohol misuse**

a. Accommodation
Accommodation and housing support is the single most significant unmet need with regard to the resettlement of offenders in Doncaster. The SDP should:

- Task the proposed Resettlement Leadership Group to develop enhanced strategic relationships between criminal justice agencies and housing providers within which Supporting People should play a pivotal role;
- Develop joint commissioning to support accommodation for offenders;
- Develop a multi agency supported resource bid to provide funding for a pilot intensive support scheme for PPOs.

b. Alcohol Misuse

The absence of sufficient alcohol related services within Doncaster is hindering the effective resettlement of offenders. In order to address this issue the SDP should:

- Task the proposed Resettlement Leadership Group to develop enhanced strategic relationships between criminal justice agencies and alcohol service providers;
- Develop joint commissioning approaches which reflect the successful development of drug services; key representation should be identified from the PCT, DMBC, South Yorkshire Probation, South Yorkshire Police, the NTA and Government Office.

5 Development of enhanced access to ETE opportunities

The Doncaster Local Enterprise Growth Initiative has played a major part in responding to issues of poverty, multiple deprivation and benefits dependency by focusing on the barriers and obstacles to the development of enterprise. The development of the Doncaster Work, Skills and Enterprise Programme provides opportunities to further impact on the employability and employment of ex-offenders. However in order to realise this, a concerted effort is needed to set up the required relationships between agencies. Consequently the SDP should:

- Task the proposed Resettlement Leadership Group to develop enhanced strategic relationships between criminal justice agencies, current ETE providers and the Economy and Enterprise team;
- Ensure that strategic discussions between the probation service and the Economy and Enterprise team inform an action plan that details mutual roles and responsibilities, key points of contact and a framework for enabling access to enterprise opportunities within the development of the offender management approach.;
- Provide timely information to the Economy and Enterprise team in relation to the support needs of offenders likely to be assessed as suitable for the programme.

6 Development of a strategic relationship between the Prison Estate and the SDP

Currently absent from the round table discussions are representatives of the local prisons, although relationships are established at an operational level. The development of the Offender Management model within a NOMS framework, has done much to bridge the gap between custody and community, but there are lost opportunities in terms of addressing the needs of AURs and released remand prisoners. In order to promote more effective "through the gate services" the SDP should:

- Task the proposed Resettlement Leadership Group to investigate opportunities for engaging with the prison service (public and private) at a strategic level;
- Promote the development of enhanced working relationships with the Governors of the local prisons;
- Seek a Memorandum of Understanding with the Prison Governors which clarifies mutual priorities, expectations and responsibilities with regard to the resettlement of Doncaster offenders.

7 Development of an enhanced community engagement strategy

This report has identified a number of strategic drivers that encourage the development of greater community awareness and engagement; there are significant concerns around transparency and accountability and the need to improve the community's confidence in the delivery and administration of justice. In order to move forward on this agenda the SDP should:

- Ensure its work is consistent with SDP's Community Engagement Strategy;
- Seek to develop the proposed Information Exchange in a manner that includes local communities and offers them opportunities for contributing to the resettlement debate;
- Use the Information Exchange as a vehicle for promoting the success of resettlement programmes, emphasising the benefits and positive outcomes achieved;
- Identify opportunities to incorporate into the Exchange's development on-line survey facilities and inter-active discussion boards designed to encourage public debate and feedback;
- Link with the HMCS Initiative, a Community Engagement Programme, being led by South Yorkshire and the Humber Local Criminal Justice Board.

Glossary

AUR	-	Automatic Unconditional Release
CAB	-	Citizens Advice Bureau
CARATS	-	Assessment, Referral, Advice and Throughcare
Cat A	-	Category A Prison
Cat D	-	Category D Prison
CDRP	-	Crime and Disorder Reduction partnership
DACRO	-	Doncaster Association for the Care and Rehabilitation of Offenders
DRR	-	Drug Rehabilitation Requirement
DIP	-	Drugs Intervention Programme
DMBC	-	Doncaster Metropolitan Borough Council
ECHG	-	English Churches Housing Group
EMA	-	Educational Maintenance Allowance
ETE	-	Employment, Training and Education
GOYH	-	Government Office for Yorkshire and The Humber
GP	-	General Practitioner
HCCJ	-	Hallam Centre for Community Justice
HMCS	-	Her Majesty's Court Service
HMP	-	Her Majesty's Prison
HMPS	-	Her Majesty's Prison Service
IOM	-	Integrated Offender Management
ISSP	-	Intensive Supervision and Surveillance Programme
JCP	-	Job Centre Plus
LAA	-	Local Area Agreement
LCJB	-	Local Criminal Justice Board
LSC	-	Learning and Skills Council
MAPPA	-	Multi Agency Public Protection Arrangements
NOMS	-	National Offender Management Service
NTA	-	National Treatment Agency

OASys	-	Offender Assessment System
OCJR	-	Office for Criminal Justice Reform
PPO	-	Prolific and other Priority Offender
RSL	-	Registered Social landlord
SDP	-	Safer Doncaster Partnership
SOVA	-	Supporting Others through Volunteer Action
SYPS	-	South Yorkshire Probation Area
VCS	-	Voluntary and Community Sector
VISOR	-	Violent Offender & Sex Offender Register
YO	-	Young Offender
YOI	-	Young Offenders Institution
YWCA	-	Charity working with disadvantaged young women

About the Authors

Simon Feasey joined Sheffield Hallam University in 2002, having previously worked for the Probation Service. Initially Simon was responsible for the BA (Hons) Community Justice (Probation) course which provides the professional qualification route for Probation Officers. In 2005 Simon became the Deputy Director of the Hallam Centre for Community Justice to develop the Centre's Research and Continuing Professional Development (CPD) portfolios. Simon's research interests include:

- the delivery of services to offenders; effective practice, programmes, evaluation frameworks, managerialism

- the relationship between legal and policy developments and the delivery of services within the community justice sector

- the integration of underpinning and overarching knowledge within offender management

Professor Paul Senior is Director of the Hallam Centre for Community Justice. Paul has been involved in professional education and research for twenty-five years. His professional background is in the Probation Service where he worked in the youth offending field, in resettlement and in partnership with the voluntary and community sector. Between 1995 and 2001 he also worked as a freelance consultant working on many projects with the Home Office, Community Justice National Training Organisation, CCETSW and other national organisations.

Professor Senior is in a unique position of being both policy developer and involved in implementation of policy. This has been particularly the case in relation to probation officer training and the professional training of other groups within the criminal justice system and most recently in work undertaken for the Government Office in Yorkshire and Humberside on developing a strategy for Resettlement (Senior 2003) and in a major national ESF-funded EQUAL project on the employment, education and training needs of women ex-offenders (O'Keeffe, 2003).

About the Publisher

Under the direction of Professor Paul Senior, the Hallam Centre for Community Justice is part of the Faculty of Development and Society at Sheffield Hallam University.

The Centre is committed to working alongside community justice organisations in the local, regional and national context in pursuance of high quality outcomes in the field of community justice research, policy and practice. In particular:

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- scoping and mapping surveys

- full-scale research projects

- continuous professional development

- conference organisation

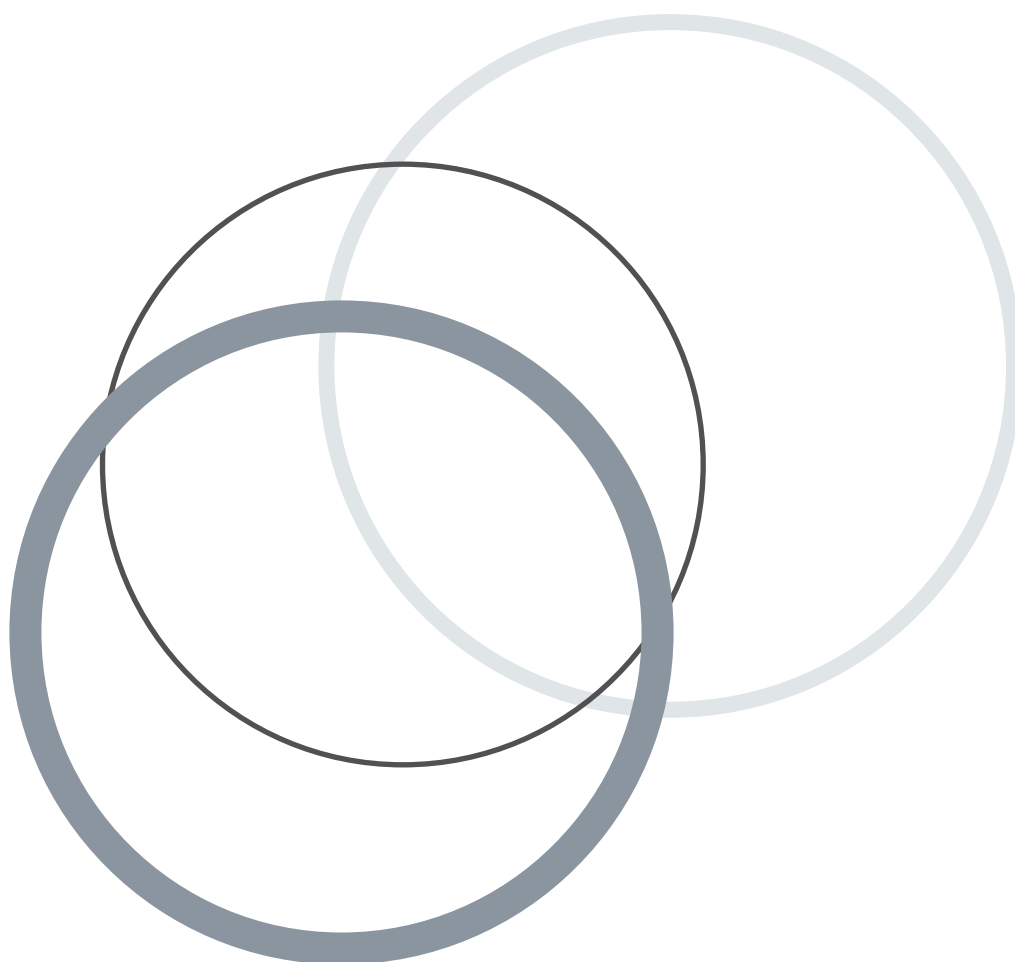- Information exchange through the Community Justice Portal (www.cjp.org.uk)

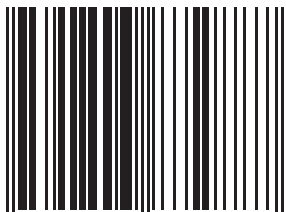**For further information contact:**
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