



PERSONALISATION: OPERATIONALIZING ‘DESISTANCE’ AND COMMISSIONING FOR JUSTICE REINVESTMENT

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WHY PERSONALISATION?

2 DISTINCT ARGUMENTS

- Operationalising desistance concept
- Extension of marketisation



LINKS TO THE DESISTANCE LITERATURE AND THE GOOD LIVES MODEL?

Desistance

- Emphasis on psychology of the offender. Offender's future offending influenced by their thinking as well as their circumstances.
 - Internal narratives (Maruna 2001).
- Assumes the process of rehabilitation is a long and complicated one.
 - “Desistance is a difficult and often lengthy process, not an ‘event’, and reversals and relapses are common.” Maguire and Raynor (2006: 24)
- Implications of desistance for offender management:
 - “One-size-fits-all processes and interventions will not work.” (McNeil and Weaver 2010)
 - Co-production (Weaver 2011)

Good Lives Model

- Strengths or asset-based approach
 - “shift[s] the focus away from criminogenic needs and other deficits and instead asks what the individual can contribute to his or her family, community and society. How can their life become useful and purposeful . . . ” (Ward and Maruna 2007)

A DIFFERENT APPROACH TO THINKING ABOUT CHOICE?

- Personalisation is designed to increase choice and control for service users:
 - “the underpinning rationale is unmistakably economic, and the approach is consistent with, if not a progression of, the neo-liberal drive towards the retreat of state provision of services and the marketization of social work services” (Weaver 2011)
- The neo-liberal model of criminal justice has limitations (Albertson and Fox 2014)





EXAMPLES

EXAMPLES

HMP Preston – Inside Out

- Works with prisoners released from HMP Preston who are serving sentences of less than 12 months.
- Part of Integrated Offender Management (IOM)
- Enhanced resettlement work commenced in the prison is continued after the prisoner has been released into the community.
- Each prisoner has an offender supervisor who works with them in prison to develop a Life Plan.
- A community volunteer then supports the offender in the community and some discretionary funding in the form of an 'enabling fund' is available to implement the Life Plan.
- Ttrong element of personalisation is introduced into the offender resettlement process.
- For more information go to <http://www.mmuperu.co.uk/projects/evaluation-of-inside-out-at-hmp-preston>

HMP Everthorpe

- Targeted prisoners in HMP Everthorpe with common mental health problems and multiple problems, whose needs are not historically met through traditional services and whose outcomes typically remain poor.
- Project worker offered support in community, and assisted them in developing personalised resettlement plans.
- Those who showed commitment to the project and desisting from offending were able to make applications to a beneficiary fund to aid resettlement – e.g. for the deposit on a flat. The project was focused on giving the prisoner choice and control over their lives in return for them taking responsibility.
- For more information go to: <http://www.revolving-doors.org.uk/partnerships--development/projects/personalisation-at-hmp-everthorpe/>



SHARED LIVES FOR OFFENDERS

Shared Lives

- In the 'Shared Lives' model, people from all kinds of backgrounds are recruited, trained and approved by a local Shared Lives scheme and then matched with an adult with social care needs, with whom they share their family and community life.
- Two Shared Lives carers in London supported 'Chris', a man with learning disabilities and a history of offending, for three years very successfully.
- Whereas before Chris lived on his own and was isolated, he had the security of support from his carers, who helped him to avoid risky situations and to understand boundaries, within the setting of their ordinary family home. Chris enrolled at college and now does some voluntary work. As well as his assessed social care needs being met, Chris made new friends and felt part of community life.
- For more information go to:
<http://www.sharedlivesplus.org.uk/information-and-guidance/research/35-research/england-research/45-young-offenders-research>

London Probation Trust Peer Mentoring

- A mentoring service run by Catch22 included an 'enabling fund' to allow women and their mentors to address the women's personal needs.
- Average grant £182 (range: £10 – £980)
- Range of uses: course fees, equipment to set up own business, rebuilding links with children (day trips), counselling, gym gear.
- Some evidence that the use of the personal budget played a direct part in reducing the likelihood of reoffending by those women who used it.
- <http://www.mmuperu.co.uk/publications/london-probation-trust-peer-mentoring-evaluation-report>



PERSONALISATION IN A CRC: PURPLE FUTURES

Elements of personalisation in core delivery

- Interchange: personalisation key to core offender management modules eg
 - An Enablers of Change assessment to build on OASYs with stronger focus on offender assets
 - Personalised Plan includes elements of co-production: “A collaborative approach to goal achievement and risk assessment and management”
- “We have tried to use a personalised approach in designing all of the core modules – eg service user self assessment, a co-produced plan etc, and our roll out of the training is as much about the ‘how’ as it is about the ‘what’. This is not to say that we have nailed personalisation - far from it, but it is a nudge in the right direction.” (Kim Thornden-Edwards, Service Delivery Director, Interserve Justice)

Personalised budgets

- Aims to trial the use of personalised budgets within case management for an agreed period of time with an identified cohort of staff and service users.
- Interserve Justice identified throughout their bid the use of personalised budgets within case management. It is anticipated that the use of personalised budgets will improve outcomes for service user’s and support a value for money case management system. The use of personalised budgets is to be needs lead and align with the desistance model of working with offenders



WILL IT / DOES IT WORK

THE EVIDENCE FROM SOCIAL CARE

- Similarities in the approach taken in social care in the past and the criminal justice system now.
- Personalised approaches have been rolled out in social care to large populations
- But, there remain challenges within the social care sector



SIMILARITIES

CJS now

1. Over-reliance on institutional settings
2. Standardised delivery models eg accredited programmes and, up until recently, NOMM
3. Deficit model. Risk, Need and Responsivity principles:
 - ‘Need principle’: treatment has larger effects if it addresses criminogenic need.
 - A deficit rather than asset-based model

Social care then

1. Over-reliance on institutional settings
2. ‘One size fits all’ state social care services, centrally planned and organised, with little individual or family control
3. Deficit model. Medical model of disability and low expectations of people with long term conditions.



PUTTING PEOPLE FIRST 2007

Set out four **equal** quadrants to ‘personalisation’:

1. a universal offer of advice and information to help people make informed choices;
2. a focus on developing inclusive and supportive communities (‘social capital’);
3. a focus on investing in prevention and avoiding crises;
4. introducing choice and control through the introduction of personal budgets.



PERSONAL BUDGETS

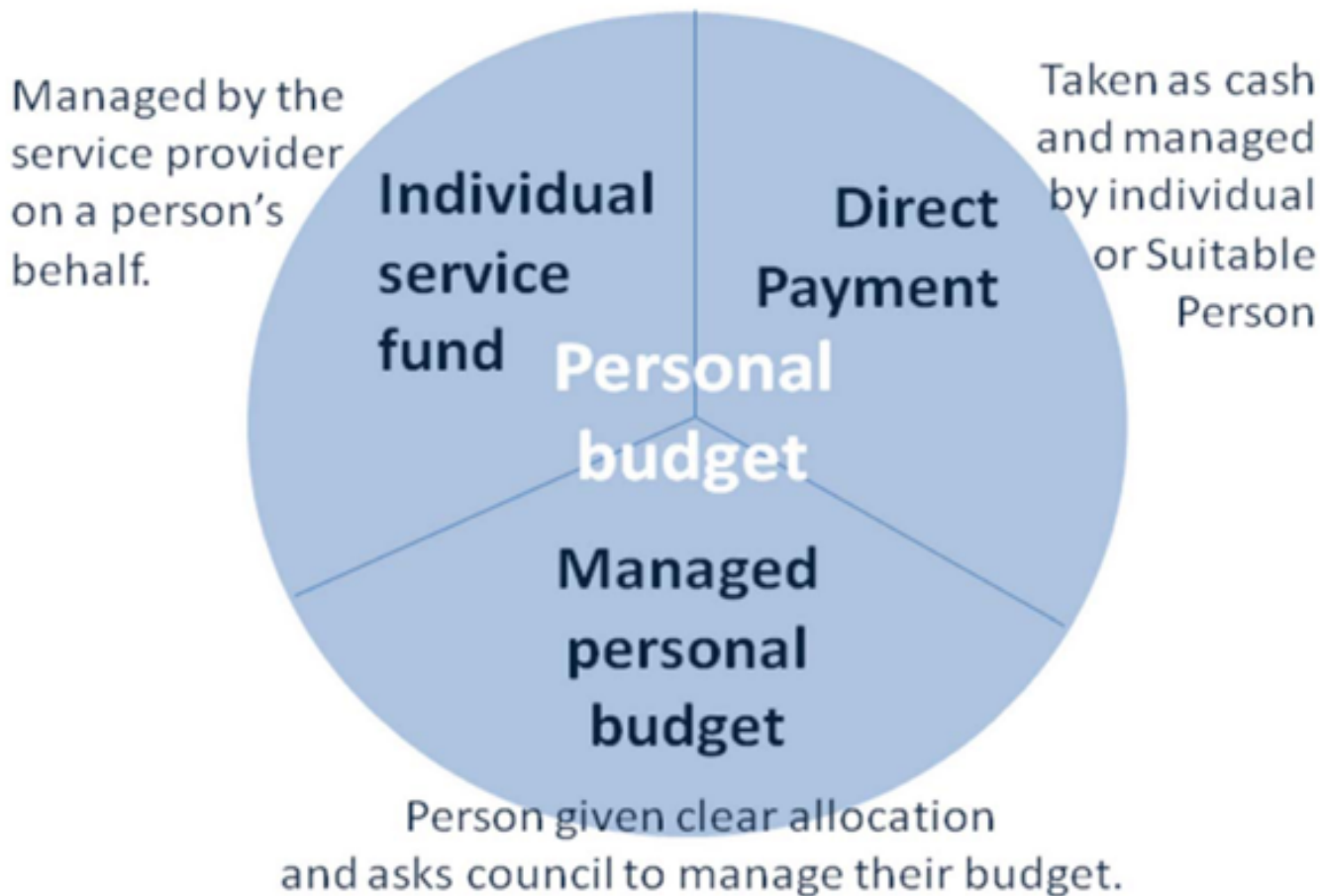
Of the four quadrants, only personal budgets became truly embedded:

- currently 340,000 personal budget holders;
- £1.57bn of public money spent via personal budgets;
- 2011 number of budget holders up 100% on 2010.
- 25% (44% of the cash value) are Direct Payments

(ADASS 2011).



PERSONAL BUDGETS (ENGLAND)



PERSONALISATION: SUCCESSES

- Near eradication of long term, institutional care for working age disabled people (but not older people!);
- Self Directed Support: choice, control and independence firmly embedded in sector's values;
- Co-production and rise of user-led organisations;
- Most personal budget holders are more satisfied;
- Some examples of new forms of support eg PAs;
- Little evidence of increasing fraud or inappropriate spending.



PERSONALISATION: CHALLENGES

- Misunderstandings of values and aims of personalisation;
- The system is still focused on deficit and needs;
- ...so planning still focuses on money and services;
- Personal budget uptake remains low for some groups;
- Destabilising the market can lead to *reduced* provider diversity and loss of small/ niche providers;
- A well-tailored service does not always mean a good life;
- Lack of community development to go alongside moving services to 'the community'.





PERSONALISATION: A CRIMINAL JUSTICE STRATEGY

A STRATEGY FOR PERSONALISATION

Offender management

- Co-produced resettlement plans
 - Elaboration of the 'Good Life'
- Identify offender assets and engage family / community
- Offenders take more ownership of factors contributing to offending behaviour and develop self-reliance and personal capacity
- Re-thinking the role of OMs

Commissioning

- Training OMs to micro-commissioning?
- Personal budgets for offenders?
 - An 'enabling budget' rather than a 'personalised budget'
- Thinking about supply side?
 - A strategy to promote social innovation and the growth of micro-enterprises

CHALLENGING THE CULTURE

Challenge

- The managed transfer of power from professionals to end users presents challenges.
 - Offenders are likely to be less willing to engage with services than H&SC clients and will need to be supported by effective offender management.
 - Historically, a combination of National Standards, the National Offender Management Model, OASyS and accredited programmes has reduced Offender Manager's professional discretion.

Possible solutions

- Re-thinking organisations
- Professional discretion
- Micro-commissioning
- Establishing a more robust evidence-base





FITTING PERSONALISATION INTO THE CRIMINAL JUSTICE REFORM AGENDA

COMPLEX NEEDS

- More emphasis on early intervention
- More emphasis on place-based commissioning
- Partnership driven by Payment by Results

- Closer links between CJS and local authorities e.g. Troubled Families



THE CJS AND COMPLEX DEPENDENCY

Lankelly Chase Foundation: *Hard Edges Mapping severe and multiple disadvantage*



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DELIVERING SOCIAL INNOVATION

- Personalisation in public services is a form of social innovation (Fox *et al.* 2013b)
- What is social innovation:
 - “new ideas that work in meeting social goals” (Young Foundation, 2007).
 - “innovations that are social in both their means and their ends” (Murray *et al.* 2010).
- CJS has rich tradition of social innovation:
 - Probation
 - Restorative Justice
 - Justice Reinvestment



SALMELIN: REFLECTIONS FROM OPEN INNOVATION 2.0 PARADIGM

Maslow 2.0 for organisations



MICRO-COMMISSIONING: A DIFFERENT MARKETISATION STRATEGY?

- “While supporters argue that by its nature PbR offers value for money, PbR contracts are hard to get right, which makes them risky and costly for commissioners. If PbR can deliver the benefits its supporters claim – such as innovative solutions to intractable problems – then the increased cost and risk may be justified, but this requires credible evidence. Without such evidence, commissioners may be using PbR in circumstances to which it is ill-suited, with a consequent negative impact on value for money.” (National Audit Office 2015: 8)



POTENTIAL BENEFITS OF TRANSFORMING REHABILITATION

Greater Efficiency

Personal budgets reduce transaction costs and personalisation is a mechanism for more efficient targeting of resource to need

Greater Innovation

Co-production harnesses creative input of offenders, families & communities to develop innovative solutions.

Transfer risk / defer payment

PbR transfers risk away from the branch of government commissioning the service and towards the service provider. Payment is also deferred.

New market entrants

Micro-commissioning provides new opportunities for small providers to deliver bespoke services



JUSTICE REINVESTMENT

Philosophy

- Justice Reinvestment (JR) proposes moving funds spent on punishment of offenders to programmes designed to tackle the underlying problems which gave rise to the criminal behaviour (Allen 2007).

Models

- Different models of JR (Fox, *et al.* 2013)
- Justice Reinvestment as social justice:
 - “Justice reinvestment is not about alternatives within the criminal justice process, it is about alternatives outside of it.” (Commission on English Prisons Today)
- JR as localism
 - JR is “about devolving accountability and responsibility to the local level. Justice reinvestment seeks community level solutions to community level problems.” (Tucker and Cadora 2003)
- JR as ‘whole place’, mixed economy
 - “[r]eentry must be a geographically targeted partnership of public and private interests—penal, social services, health providers, and educational institutions. No size fits all.” (Tucker and Cadora 2003)

CRIMINAL JUSTICE AS SOCIAL JUSTICE



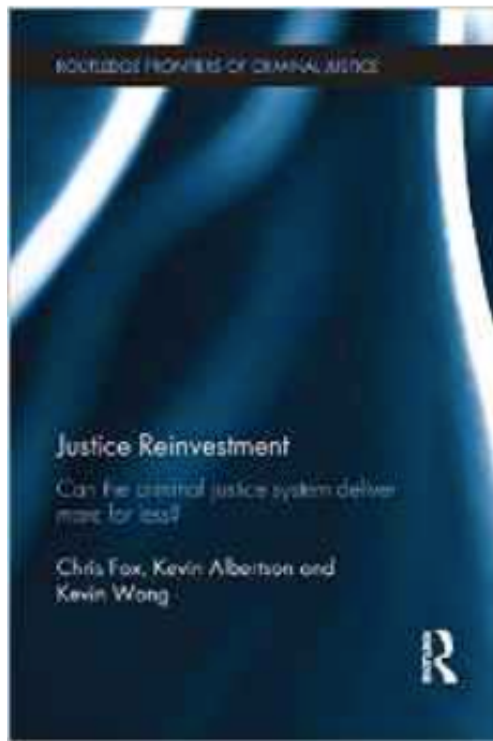
FINAL THOUGHT

- “The introduction of personal budgets to a sector in which the public expects to see punishment and risk management is inherently risky but this uncomfortable fit could also be the attraction of doing just that: personal budgets have shown in social care that they can positively disrupt monolithic systems and uncover the potential of individuals and communities which had never been imagined to exist.” (Fox, Fox and Marsh 2014)

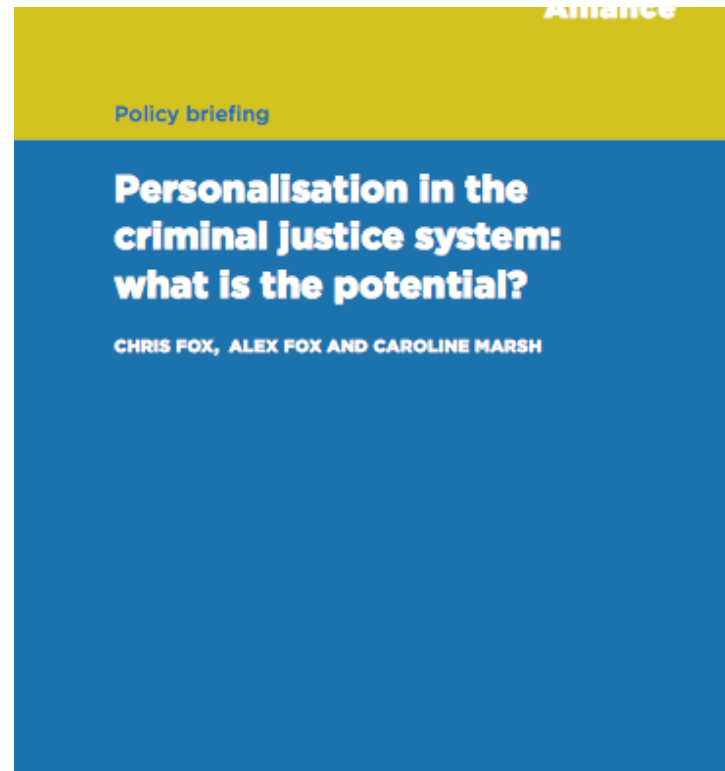


FURTHER READING

Justice Reinvestment



Personalisation



FURTHER READING

Health and Social
Care experience

Social innovation

Marketisation in CJS

