



Interim Evaluation of Inside Out

Chris Fox, Patrick Williams, Stephanie Campbell, Eniola Oluwa, Jade
Rowsley and Ashleigh Wegner,

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Policy Evaluation and Research Unit (PERU)

Manchester Metropolitan University

EXECUTIVE SUMMARY

This is the interim report on the two year evaluation of the Inside Out project that is running at HMP Preston. The evaluation has been undertaken by the Policy Evaluation and Research Unit at Manchester Metropolitan University.

SHORT-TERM CUSTODIAL SENTENCES

Nationally, over 60,000 adults per year receive custodial sentences of less than 12 months. On any given day they make up around 9 per cent of all prisoners but account for some 65 per cent of all sentenced admissions. Prisoners released after serving short-term sentences are more likely to re-offend than any other group. The most recent analysis shows that for short-term prisoners leaving HMP Preston the 12 month reconviction rate is 66.5 per cent. Such re-offending, according to the National Audit Office, costs the country up to £10 billion per year. Despite such offenders being the most likely to re-offend, the short duration of their period of incarceration means they are less likely than other prisoners to receive the help they need to change their pattern of behaviour.

INSIDE OUT

Inside Out works with prisoners released from HMP Preston who are serving sentences of less than 12 months. Enhanced resettlement work commenced in the prison is continued after the prisoner has been released into the community. The cohort is all prisoners who have been designated as part of the Integrated Offender Management (IOM) cohort. IOM in Lancashire is referred to as 'Revolution' and most offenders will have an index offence of Serious Acquisitive Crime.

Their IOM status means that there is an element of compulsion to the intervention.

The initiative is being led by HM Prison Service, Lancashire Probation Trust, Lancashire Constabulary and Lancashire County Council, in collaboration with other providers. Inside Out was launched on 1st April 2011.

INDEPENDENT EVALUATION

An independent evaluation is being undertaken by the Policy Evaluation and Research Unit (PERU) at Manchester Metropolitan University.

THE IMPLEMENTATION OF INSIDE OUT

A process evaluation has charted the implementation of Inside Out. Key elements of the implementation process include:

- Substantially more information on offenders is being shared between the police, the prison service and other partners and information is being shared earlier in the offender's sentence. More generally there is evidence of more and higher quality communication between partner agencies.
- All offenders have worked with an Offender Supervisor in custody, and received a full assessment.
- As a result of the Inside Out project a group of prisoners serving short sentences have been given an enhanced resettlement service in prison and resettlement support in the community, support that would either not normally be available to

this group or would be voluntary. They have also benefited from the offer of a volunteer mentor and many offenders have taken up this offer, where they have not taken up this offer repeated attempts have been made to engage the offender and where this has not been successful the case has been picked up by the IOM team.

- Through the use of a Life Plan and some discretionary funding an element of personalisation has been introduced into the offender resettlement process.

However, maintaining the engagement of this group of offenders after they leave custody is challenging and there is a relatively high rate of disengagement from the community-based elements of the project with 61% (n=30) of cases reported as not engaging.

ECONOMIC ANALYSIS OF INSIDE OUT

We estimate that social and economic costs of crime for one offender from the Inside Out cohort is £19,501 for the first 12 months following release. We estimated that the cost of Inside Out is £2,843 per offender.

Assuming that any reduction in re-offending was distributed evenly across the range of offences committed by Inside Out offenders there would need to be a 15 per cent reduction in re-offending for the project to break-even after 12 months. This equates to approximately a 10 percentage point reduction in re-offending. If a longer-term perspective was taken and the cost of re-offending over an offender's life time was taken into account, then the reduction in re-offending required in the first 12 months in order for the project to break-even would be much lower.

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1. INTRODUCTION

1.1 SHORT-TERM PRISONERS

As of June 2010: the prison population in England and Wales was 85,085.¹ England and Wales has an imprisonment rate of 154 per 100,000 of the population.² Between 1995 and 2009 the prison population in England and Wales grew by 32,500 or 66 per cent. This increase is partly due to more custodial sentences and partly due to longer sentences being given.³

Nationally, over 60,000 adults per year receive custodial sentences of less than 12 months. On any given day they make up around 9 per cent of all prisoners but account for some 65 per cent of all sentenced admissions. The majority of short sentences are for three months or less (only 10 per cent) are for more than six months. Therefore most serve less than six weeks as automatically released when they have served half their sentence.⁴

Prisoners released after serving short-term sentences are more likely to re-offend than any other group. The reconviction rate for all custodial sentences is 46.8 per cent, which rises to 56.8 per cent for custodial sentences less than one year in duration⁵.

Data published by the Ministry of Justice shows that for 2009, the most recent year for which figures are available, 515 short-term prisoners were released from HMP Preston.

¹ Prison Reform Trust (2010) *Bromley Prison Briefing*, Prison Reform Trust

² Prison Reform Trust (2010) *Bromley Prison Briefing*, Prison Reform Trust

³ Ministry of Justice (2009) *Story of the prison population 1995 – 2009 England and Wales*, London: Ministry of Justice

⁴ National Audit Office (2010) *Managing Offenders on Short-Term Custodial Sentences*, London: The Stationary Office

⁵ Ministry of Justice (2011a) *Proven Re-offending Statistics Quarterly Bulletin January to December 2009, England and Wales*, London: Ministry of Justice

They had a proven re-offending rate of 66.5 per cent, committing an average of 5.37 offences per re-offender, a total of 1838 offences for the cohort⁶.

Such re-offending, according to the National Audit Office⁷, costs the country up to £10 billion per year. Despite such offenders being the most likely to re-offend, the short duration of their period of incarceration means they are less likely than other prisoners to receive the help they need to change their pattern of behaviour. For example, the longest wait for prisoners to receive help with their attitudes, thinking and behaviour (57 days) exceeds the median short-term sentence served (45 days). The majority of short sentences are for 3 months or less. Only 10 per cent are for more than 6 months.⁸ Crucially, there is no statutory supervision of short-term prisoners upon release.

1.2 INSIDE OUT

Inside Out works with prisoners released from HMP Preston who are serving sentences of less than 12 months. It is an intervention where work commenced in the prison is continued after the prisoner has been released into the community. The cohort is all prisoners who have been designated as part of the Integrated Offender Management (IOM) cohort. IOM is a national programme under which partner agencies work together to make best use of their resources to reduce re-offending. It is referred to in Lancashire as 'Revolution'.

The initiative is being led by HM Prison Service, Lancashire Probation Trust, Lancashire Constabulary and Lancashire County Council, in collaboration with other providers. Inside Out was launched on 1st April 2011.

The aim of Inside Out is to explore what can be achieved when agencies engage in a joined up working approach to reduce reoffending. Inside Out works with prisoners at HMP

⁶ Taken from Ministry of Justice (2011) Proven Re-offending January to December 2009, Table 22a (Proven re-offending of adult offenders given sentences of less than 12 months by individual prison, first discharge from each prison 2007 to 2009)

⁷ National Audit Office (2010) *Managing Offenders on Short-Term Custodial Sentences*, London: The Stationary Office

⁸ National Audit Office (2010) *Managing Offenders on Short-Term Custodial Sentences*, London: The Stationary Office

Preston who are serving sentences of less than 12 months and are designated as Integrated Offender Management offenders. This pilot aims to make a positive contribution to community safety in the following ways;

- Reduce the number of victims
- Reduce re-offending rates amongst short sentence prisoners
- Preserve existing protective factors - such as family, housing and employment
- Provide practical support for offenders on release
- Challenge offenders who do not engage in addressing their behavior
- Work with offenders to develop and realise their law abiding potential, through a personalised approach, understanding the reasons behind their offending.

At the outset a number of innovative elements were intended for Inside Out:

- All offenders entering the programme were designated as Intensive Offender Management (IOM) cases and subject to a shared case management system that develops continuity between Community and Custody. Practical elements of this approach were that offenders were allocated an Offender Supervisor and assessments undertaken on offenders in the community were shared with staff working with the offender in prison. Prisoners were fast-tracked through the prison induction process and into interventions to maximize the work that can be done with them while in prison.
- All Offenders were allocated community-based mentors who carry out a resilient mentoring role that involves 'not taking no for an answer' and regularly seeking to engage or re-engage with offenders who drop out of the programme. Mentors developed a 'life-plan' with the offender and help them to implement it.
- Giving offenders via their mentors access to a small 'enabling fund' that would be used by the offenders, in consultation with their mentor, to help the offender to meet basic needs to make real and sustainable change and realize their life-plan.
- The pilot would be non-consensual. Because offenders were part of IOM, agencies would operate a 'carrot and stick' approach where close monitoring of the offender was combined with additional support on issues such as housing, substance misuse and employment in order to encourage compliance with the pilot.

2. THE EVALUATION

An independent evaluation is being undertaken by the Policy Evaluation and Research Unit (PERU) at Manchester Metropolitan University. The evaluation commenced in April 2011 and will be completed in May 2013.

The evaluation consists of a number of elements, described briefly below.

2.1 IMPLEMENTATION EVALUATION

The implementation evaluation, now largely completed involved semi-structured interviews lasting approximately 45 minutes, each with a range of staff from HMP Preston and partner agencies who are involved in delivery of the project. Two rounds of interviews were undertaken, the first in August and September 2011 and the second in March and April 2012. First round interviews were predominantly face-to-face, second round interviews were undertaken by telephone. A list of those interviewed is included in Appendix One. Finally, focus groups were undertaken with a group of mentors. An initial focus group in February 2012 was undertaken with approximately twelve mentors. It is intended that a second focus group will be held with mentors before the end of 2012.

2.2 OFFENDER CASE STUDIES

Interviews have been undertaken with 12 offenders. Most offenders were interviewed in custody. Attempts were made to follow-up all these offenders after release and conduct a second interview in the community. Some offenders were interviewed only in the community, after release from HMP Preston.

The offenders selected for interview represent a convenience sample drawn from Inside Out offenders in custody at the time fieldwork was undertaken. The aim was to interview all offenders in custody over the relevant time period, however, in some cases practical considerations such as short length of sentence will have thwarted this aim.

Interviews were semi-structured and last approximately half an hour. Interviews in prison took place using 'legal visits' to gain access. Interviews in the community generally took

place at Caritas Care's office⁹. Before interviews took place offenders were given information about the evaluation and asked to give their consent to participate. Consent was documented using a simple form signed by offenders.

2.3 IMPACT EVALUATION

The impact evaluation is still ongoing and results will be set out in the final report due in May 2013. As a first stage, this report includes a review of data for 49 Inside Out clients assessed using the Offender Assessment System tool used within the National Offender Management Service (NOMS). Later stages of the impact evaluation will consist of a number of elements:

- Strand one will evaluate impact based on a historical comparison group. Inside Out will run for 12 months for the 11-12, financial year. Offenders who entered HMP Preston during 10-11 and who would have been eligible for Inside Out will be identified and their outcomes compared with the Inside Out cohort.
- Strand two will gather retrospective data on the criminal careers of the Inside Out cohort and use a time series analysis to investigate whether observed change can be linked to the Inside Out intervention.
- Strand three will compare proven re-offending 12 months after release with rate of re-offending predicted using OGRS scores taken at the point offenders entered the intervention.
- A key feature of the Inside Out project is the speedy identification and conviction of those offenders who (a) do not engage with the services offered through the Inside Out project and are (b) engaged in offending behaviour. Strand Four will therefore measure and report on the timeliness of conviction for those offenders identified as having 'not engaged' with the Inside Out project.

2.4 ECONOMIC EVALUATION

If the impact evaluation is successful in the sense that an estimate of the impact of Inside Out is calculated then a cost-benefit analysis will be undertaken and reported in the final report due in May 2013.

⁹ Caritas Care provided and supported the community mentors for Inside Out.

In the meantime, we have undertaken a break-even analysis (BEA), the results of which are included in this report. The starting point for the BEA was to gather data on the costs of Inside Out. Using data on the cohort of the offenders who went through the project and data published by the Ministry of Justice we then estimated the annual cost of re-offending for the cohort. We then estimated how much the project would have to reduce its re-offending by in order to justify its cost.

2.5 ETHICAL APPROVAL AND OTHER PERMISSIONS

An application was made to the Humanities, Social Sciences and Law Faculty Ethics Committee at Manchester Metropolitan University for ethical approval for all aspects of the evaluation. This application was approved. An application was also made to the National Offender Management Service for permission to do research at HMP Manchester. This was referred to the HMP Preston and the Deputy Governor granted permission.

3. THE IMPLEMENTATION OF INSIDE OUT

In this section we describe the implementation of Inside Out.

3.1 PRE-CUSTODY

GEOGRAPHICAL COVERAGE

At the start of the project approximately 40 per cent of the offending population came from the east of Lancashire (Burnley, Blackburn).

LINKS BETWEEN REVOLUTION AND THE PRISON

Once the Revolution intelligence officer knows that one of their cohort is being sentenced they complete an assessment form (see Appendix Two) and email it through to the prison. The assessment form provides a lot more information to the Offender Supervisor than would normally be the case. Key areas include:

- arrest history;
- risk assessment;
- outstanding criminal justice matters;
- services offender is in contact with;
- a resettlement plan organised according to the 7 care pathways; and
- intelligence gathered through the Revolution process that might include information such as details of the offender's lifestyle, accommodation, associates and level of engagement.

Therefore the prison will know before the offender arrives what their key needs are.

Generally, this system was reported to work well.¹⁰

¹⁰ On three occasions people who were actually on statutory supervision were nominated for the project, but they were identified fairly early in the process. One person who was on statutory supervision and a MAPPA 2 offender was allowed to run through the Inside Out process although his details are not included in the impact evaluation.

3.2 IN PRISON

OFFENDER SUPERVISION

Generally a short-term prisoner will not have an offender supervisor. Each Inside Out prisoner does have an offender supervisor. There are 2 dealing specifically with the Inside Out clients. It was reported that resourcing the Offender Supervisors has been difficult and that maintaining it long-term would be difficult without additional funding. Within the Offender Management Unit there has been some work on efficiency in order to free up resource, but it is also the case that other priorities have not been addressed.

Offender Supervisors undertake OASYS assessments (the basic custody screening version) at the point of entry to the prison. This is instead of the normal Short-Term Sentence Plan that would be completed for short-term prisoners. The model of offender supervision being implemented was described as oriented towards practical support for resettlement issues. It was reported that this process raised staff awareness of key resettlement issues that offenders face, particularly housing. In relation to housing in particular there was evidence that Inside Out had led to prison-based professionals developing a greater understanding of issues faced by offenders on leaving prison. As the offender supervision model has developed Offender Supervisors have been trained by a prison-based Senior Probation Officer. This has included training on working with offenders on their thinking skills.

ACCESS TO SERVICES

Staff reported that their decisions on which services prisoners needed to access while in prison were not being changed by the additional information that they had on Inside Out prisoners. In relation to some services there was the suggestion that access was faster for Inside Out clients. An example would be the resettlement office where the Inside Out individuals' names are up on a white board and are being prioritised. Another example is offenders being prioritised to access education services. For some services, it was suggested that access was not faster for Inside Out clients when compared to other clients. For example, in relation to CARATs all prisoners have to be seen within 24 hours of admission to

the prison for an assessment of their risk of overdose and then within three days if they are a substance misuser. A prisoner being part of Inside Out does not speed up these access times.

However, staff in the prison reported a significant change in their work with services in the community. Offender Supervisors reported making contact with services in the community, where, previously this would not have happened. The decision on which agencies in the community to contact seemed to be based partly on Offender Supervisor knowledge of agencies and partly on information from clients telling staff which agencies they have worked with previously. Systems to support liaison between Offender Supervisors and external agencies do exist. One example is the External Agencies Forum. The forum is for all external statutory and voluntary agencies working with offenders and it meets regularly and maintains a database which is accessed by some prison staff. However, we did not see evidence of Offender Supervisors using such systems.

LIFE PLANNING

As part of the Inside Out project offenders are engaged in a process of co-producing a Life Plan that is used to help tailor resettlement services to their needs. This process is initiated in prison by the Change Champion Coordinator. The Change Champion Coordinator is employed by Caritas Care and is part of the Assisted Community Engagement (ACE) project.

The Change Champion Coordinator invites the offender to undertake a self-assessment process where they identify their needs and describe life goals. This assessment is the basis of a co-produced Life Plan.

Completing the Life Plan was initially challenging. Where offenders are in prison for a very short sentence, the time available to complete the process can be very limited. Also it is difficult sometimes to find a quiet place to meet with the prisoner and complete a Life-Plan. In one case the change champion had to pass a life planning document under a locked cell door and talk to an offender through a locked cell door. Some benefits were noted from giving the offender a chance to think about the Life Plan prior to interview and, as a result of this, the process was amended so that the offender would be given the form to look at prior to a one-to-one assessment.

The life plan was initially developed to cover all resettlement pathways based on individuals aspirations. It is reported that the main issues that are commonly identified in Life Planning include: relieving boredom; having a worthwhile activity to go to on release; secure and sustainable accommodation; drug treatment; and, work and employment in the future. Education is not routinely raised as an issue. Some offenders feel that they have done a lot of training inside prison and don't need more. Also a lot have not completed school and so have no inclination to re-engage in education¹¹.

The Life Plan is a part of the personalisation agenda that runs through the Inside Out project. Personalisation is a familiar concept in the health and social care sector and In Control a not-for-profit organisation that was one of the pioneers of personalisation in that sector worked with steering group, early in the project to elaborate a concept of personalisation that was intended to be embedded within Inside Out. At a practical level, personalisation implies that 'clients' receive services that are more personalised to their needs. However, In Control supported the project to adopt an approach to offender resettlement that concentrated on supporting people to make a positive contribution to their community rather than just reducing their risk of re-offending. This approach draws on the 'Good Lives' model and represents a cultural shift for the Criminal Justice System away from an approach that focuses on managing an offender's risk and towards an 'assets-based' approach in which discussion with individuals about resettlement should be focused on the potential for individuals to make a positive contribution to their communities and to live a 'good life'. Personalisation is discussed in more detail, later in the report. One practical manifestation of this was the development of a tool to support Life Planning that sought to help offenders to describe a 'good life'.

INTEGRATION OF LIFE PLANNING AND OFFENDER SUPERVISION

Initially when the project started in April 2011 the intention was that the Change Champion Coordinator and the Offender Supervisor would see the prisoner together within 4 days of

¹¹ However, it should be noted that numerous data and research studies suggest that education and training is often an integral part of the rehabilitation process.

them entering custody and this reportedly worked well for the first few prisoners. However, as numbers on the project increased the Change Champion Coordinator has not had the time to join Offender Supervisors for their initial meeting with offenders and has generally been seeing prisoners after they have been in prison for a bit longer. Questions were also raised about how the Change Champion Coordinator would be perceived if he was involved in the 'traditional' assessment. This would seem to be an obstacle to integrating the Life Plan and Offender Supervision. However, it was reported that there was effective liaison between Offender Supervisors and the Change Champion Coordinator to ensure that these two processes complement each other. The Life Plan was described as more person-centred, whereas the Sentence Plan developed by the Offender Supervisor concentrated more on reducing re-offending and was likely to include more formal goals such as accessing a particular course/programme running in the prison.

COMPULSION

The ACE project has been running a prison release day support project for a number of years for prisons across Lancashire and Cumbria. This previous service was activated by an offender requesting the service. One key difference under the Inside Out project is that the service has an element of compulsion to it because it is tied into the Revolution approach to offender management.

INTER-AGENCY WORKING AND INFORMATION SHARING

There is a weekly practitioner meeting in the prison that involves the police-lead representing Revolution (IOM), prison-based Offender Supervisors, prison-based staff from the Prisoner Learning and Skills department and the Change Champion Co ordinator. Early in the project's life, when numbers on the project were small, each case was discussed, but once numbers increased an 'exception reporting' approach was introduced in order to make the meetings and decision-making processes more efficient.

Each week Offender Supervisors email the Revolution Team with an update on progress while in prison. In addition Offender Supervisors report that they receive calls from the community-based Revolution teams, a practice that previously wouldn't have happened.

There is evidence of data sharing between agencies improving during the course of the project. Early in the project it was reported that at least two agencies were not placing all of their client data on to data systems that could be accessed by all partners because of concerns about either client confidentiality or data sensitivity. Also, the Inside Out data that was collated was not shared with all agencies working in the prison. It was intended that this issue would be addressed by Revolution through the development of a portal system called 'Al Fresco' that all agencies could access and update although this system was not implemented due to IT governance issues. Nevertheless, interviews conducted towards the end of the project reported that the process of information sharing had improved and that this, in turn was leading to improvements in the quality of offender supervision.

GR8 WELLBING INTERVENTION

The GR8 Wellbeing Intervention addresses an offender's attitudes and thinking. It is delivered in custody and is specific to Inside Out offenders. At the time of writing this report it had been accessed by 5 offenders in prison and 3 have requested a follow-up in the community.

FAMILY AND COMMUNITY LINKS

Inside Out offenders receive an enhanced service in relation to family needs. While the offender is in custody a number of efforts have been made to support offenders' links with their local community. If there is someone who has a family need the Offender Supervisor will contact the Revolution team in the offender's local community and the Revolution team will make contact with families and partners. In Blackburn there is the Total Family approach and so the offender supervisor would refer directly into Total Family. Through Revolution, links have also been made with Sure Start and Sure Start have been invited into prison to talk to offenders about concerns they have about links with their children.

It was reported that much of this work to support links with families and communities, when undertaken through Revolution has been undertaken by police officers because they have tended to have more capacity than probation staff based in Revolution teams who do not have a remit to work with non-statutory cases.

PEER MENTORING

When the Inside Out project started it was clear that prisoners would relate to other prisoners better than staff. There was already a group of prisoners who volunteered as 'listeners'. They would generally be serving longer sentences. Most have served a number of long sentences. In their role as listeners they are security cleared to move more freely within the prison than other inmates. Some have now done a two week accredited mentor training course and some have had a three hour quick training session. The listeners try to engage with prisoners who have initially refused the offer of Inside Out. Mentoring sessions might take place anywhere including on the wing.

It was reported that the listeners had not previously been trained in mentoring and that the training helped them ensure that they would make realistic offers of support. Prison staff identified instances of success. For example, it was reported that one prisoner who not engaging with anyone has now engaged.

3.3 RELEASE FROM PRISON

NOTIFICATION OF RELEASE DATA

The Revolution team is made aware of release date. A challenge with 'through the gate' projects with short-term prisoners is often making sure that agencies outside the prison are aware of a prisoner's release date in time. It was reported that at Preston, notification is happening more quickly and the police generally know release dates sooner than would have been the case previously.

OFFENDER SUPERVISION POST-RELEASE

Following release of a prisoner Offender Supervisor's involvement in the case ends. The Offender Supervisor will record information on the case management system and update the police summary sheet at the point of release.

Offender Supervisors reported that they can now see a summary sheet that tells them what prisoners do after release. The change champion coordinator also circulates regular updates on the progress of offenders. This is done partly as a motivational aid for prison-based staff.

MENTORING

All Inside Out clients are matched with a mentor referred to as a Change Champion. The title 'Change Champion' was selected to signify the 'resilient' nature of the mentoring role. So, for example, where offenders initially decline the offer of a mentor the Change Champion Coordinator and, if necessary Revolution (primarily the police in this case) will repeatedly make the case for the offender working within a mentor. If an offender disengages from a mentoring relationship at a point that is judged to be premature, again, concerted attempts will be made to re-start the relationship.

Recruitment of mentors

Change Champions are recruited by the ACE project into a pool of generic mentors, although in some cases mentors were recruited specifically with Inside Out in mind. In addition some mentors are BA/MA social work students on placement with Caritas. As the project has developed it has become clear that the mentoring role is wide ranging and requires mentors with a high level of training. Volunteers who can work with the clients need to have particular skills/experience and additional relevant training.

Profile of Change Champions

Caritas Care provided information on the mentors who have participated in Inside Out. To date 23 mentors have been involved. Fifteen are female and eight male. They range in age from 21 to 62 years of age. The average age for women is 35 and for men 44. Thirteen described themselves as students (with a number studying criminology), five as working, three as unemployed or looking for work and two as retired.

Matching

Matching of prisoners and mentors takes place while the offender is still in prison. Mentors are matched with offenders based on their skills, experience and age and geography. The

matching process was described as “just common sense”. Some offenders request mentors with certain characteristics. There are also some offending characteristics that will preclude certain mentors. For example, an offender with racially motivated offending will not be paired with someone from a Black or Minority Ethnic group.

The vast majority of offenders we interviewed were full of praise for their Change Champion and saw them as key to their rehabilitation process. However, it was reported that some of the offenders (men who are often in their 30s) felt that some of the volunteers (often women in their 20s) did not have sufficient and/or relevant life experience to be of use in a mentoring role.

Initial meeting with offender

The intention is that the Change Champion should then come into prison and meet with the offender at least once before release. The meeting is facilitated by the Change Champion Coordinator. The Change Champion will have a copy of the Life Plan done with the offender prior to meeting them. The Change Champion Coordinator will make introductions, talk about the project, talk about what the offender has done in prison, go through the Life Plan, talk about the offence and the offender’s past and then move into a more general discussion. The first meeting normally takes an hour.

These visits are organised through the ‘legal visits’ route. Early in the project it was reported that organising Change Champion meetings in the prison could sometimes be challenging. It sometimes took a long time for the mentors to get into the prison so the meetings ended up being very short. The original intention was to have two or three visits between the Change Champion and prisoner before release, but in practice, due to the short period of time the offender is in prison, only one visit per offender has been possible for most of the life of the project. However, latterly two meetings in prison are sometimes being organised.

Mentoring in the community

It was the intention that mentoring relationships would typically last for 6 months, however, it is reported that most relationships last less time than this and are ended at the instigation of the offender. Where relationships have lasted for six months offenders have been offered

the opportunity to continue the relationship for longer, but so far none have taken up this offer.

The nature of contact between offenders and mentors varies. Each case is individually assessed depending on the offender's need. Generally, mentors meet with the offender initially twice a week and then once a week. This is generally face-to-face contact, particularly in early months. There could be additional telephone/texting contact. It is reported that this group of offenders is often difficult to engage with and some offenders are keen to reduce contact to once a week. Meetings between offenders and mentors normally take place in neutral and safe environments that might include the ACE project or a probation office or a library or café. However, meetings could include attending appointments and court cases. The session is usually led by the issues the offender brings. Sometimes the offender has turned up with partners and children, but if this happens the Change Champion will ask them to come alone next time. The mentors do work with family members in order to support relationships with offenders and it is reported that in some cases family members have become recipients of other support projects following a referral from a Change Champion.

Once or twice a Revolution Police Officer has also been present. It is reported that this has been useful for the Change Champion to get to know the officer.

Supporting the Change Champions

ACE provides training and regular group sessions for mentors to come together and receive information on new services. Mentors are also supervised by the Change Champion Coordinator who speaks to each Change Champion each week. Mentors complete a diary sheet each time they meet with the offender.

Intelligence

Mentors feedback information on their progress with the offender to the Change Champion Coordinator who feeds back relevant information to the Revolution teams. It was reported that mentors did not find this process problematic and benefits were reported by agencies working with the offender. For example, in some cases, it was reported that mentors were able to identify behaviour that might be an early sign of an offender's level of risk changing

before agencies spotted it. However additional training for mentors has been required to reach this position. Early in the project one offender disengaged from the project and re-offended. Analysis of this case, undertaken by Revolution suggested that the Revolution team wasn't working closely enough with the offender and that the Change Champion had not recognised the significance of some 'triggers' that might have led the Revolution Team to re-assess the offenders risk of re-offending and increase its input to the case.

DAY OF RELEASE

Generally the Change Champion or Change Champion Coordinator will pick up the offender when they leave prison, although individual prisoner needs are taken into account. Typically offenders will be taken to Caritas Care's offices, which are located near the prison. Here they have access to food parcels, clothes and telephones. Sometimes they might take the offender directly to their accommodation.

At the release day meeting the Life Plan will be reviewed and there will be a reassessment of needs, the Change Champion will make sure any appointments with, for instance a landlord or a benefits officer are kept. Practical support will be offered that might include provision of a food parcel or access to a clothes bank.

If the Change Champion cannot meet the offender then they would normally be met by the Change Champion Coordinator. If there is more than one offender being released then the Coordinator liaises with relevant agencies to organise who will meet the offender at the gate. This may be a family member, substance misuse team member, Revolution officer or there may be on occasion a planned gate arrest.

POLICE INTELLIGENCE

Inside Out offenders are subject to the normal intelligence gathering process put in place for Revolution clients. Offenders are coded as 'Inside Out clients' so they are easily identifiable on police intelligence systems. As data is gathered on these individuals by police officers and PCSOs it is entered into the system. Offenders are on a standard Revolution traffic light system and their status is re-assessed regularly. All offenders on the Revolution list are reviewed daily at the daily review meeting on an exception basis. For Inside Out clients, the

Revolution team is now able to take account of OGRS scores. Previously the police haven't had access to them because a short-term prisoner might not have had an OASyS assessment recently and hence no OGRS score would be available.

Data is shared with the Caritas Care Change Champion Co-ordinator. Mentors also pass information through to the Change Champion Co-ordinator and this goes through to the Revolution Team. It was reported by Revolution staff that the information that comes through from mentors tends to be more focused on offender lifestyle and so offers a different perspective to most of the intelligence that is gathered on Revolution clients.

INTER-AGENCY WORKING

As with the prison-based elements of the project, closer inter-agency working was highlighted by a number of partners as one of the successes of the project. Noticeably, this extended to voluntary sector partners who saw the relationship with the Revolution IOM team in positive terms and highlighted the very close working on some cases.

PERSONALISATION

One of the innovative elements of Inside Out is the introduction of a budget to support more personalised approaches to offender resettlement.

Developing the personalisation element

In Control who are experienced in personalisation and the use of personal budgets in the health and social care sector have provided support in the development of the personalised element of the Inside Out project.

One criticism made of the planning process for developing the personalisation element of the project was that it was quite rushed. A view was expressed by one participant in the interview programme that more time should have been spent on this element, given its innovative nature and sensitivities.

Early thinking on personal budgets

When the Inside Out project was being developed the original plan was for offenders to be given individual budgets. One idea discussed was that work in prison could be used to earn 'community credits' that could be translated into a personal budget of up to £500 upon release. The aim of this approach was to help develop a work ethic. The administration of the budget would then be undertaken by Caritas Care.

A personalised approach

However, later in the development process the decision was made not to allocate each offender a specified budget but instead to allow Caritas Care to draw down from the budget according to identified need. The decision to concentrate on an element of 'personalisation' rather than on 'personal budgets' was made on the basis of three concerns:

1. In Control's experience in the health and social care sector led it to the view that allocation of a personal budget might change offender motivations. Thus, 'personalisation' is not about personalised budgets, it is more about the 'journey of self-directed support' and the development of 'self-efficacy'. If offenders know they have a budget there is a concern that this will reinforce dependency and potentially increase a sense of entitlement. This is not a concern that is specific to offenders. Experience in health and social care has shown that sometimes a personal budget can be counter-productive if the user concentrates on whether the size of budget is adequate, rather than on the potential for self-realisation.
2. There was a concern about the costs of administering and monitor personal budgets. For example, evidence from the social care sector shows that auditing personalised budgets often costs more than the actual personalised budget. In this project the personal budgets would have been relatively small – in the region of £1,000 per offender and the costs of administration and audit could have been relatively high.
3. There were tensions around the desire to develop more personalised approaches and a recognition of the risks of rewarding dysfunctional life-styles and behaviours. These concerns were manifest both at the level of the individual (would a personal budget send the 'right' messages to offenders?) and at an organisational level

(would there be political ‘fall-out’ if the local or national media presented the model inappropriately?). The concern about adverse publicity had resource implications for the partner agencies, but might also have placed offenders in a more vulnerable position.

Personalisation in practice

The starting point for the personalised element is the development of a co-produced Life Plan. This process is initiated in prison by the Change Champion Coordinator who invites the offender to undertake a self-assessment process where they identify their needs and describe life goals. This assessment is the basis of a co-produced Life Plan. The process of implementing the Life Plan is then supported by the offender Change Champion after release¹². In Control provided support in planning the overall personalisation element and also provided training to mentors.

Personalised budget funding is held by Caritas Care. There is an agreed list of items and services that Caritas can use the offender budget for. Small expenses can be signed off by Caritas whereas bigger expenditure (for example, the purchase of a fridge or freezer) has to go through the Inside Out steering group. One example of the use of this funding given was of an individual who had no money for food and no working TV, so no incentive to stay in at night. His Change Champion was concerned that he would start offending. Straight away £30 was given for a week’s worth of food and £3.50 for a TV ariel.

CATCH AND CONVICT

Where an offender does not engage with Inside Out the project has a proactive approach to engagement. For example, where an offender does not take up the offer of a Change Champion, repeated attempts are made to engage the offender and where this has not been successful the case has been picked up by the IOM team. An aim of the Inside Out, where offenders do not engage, is to enhance police surveillance and, where necessary expedite rapid reconviction if the offender’s behaviour justifies this.

¹² The development of the Life Plan and the mentoring process are described in more detail in Section 3.2

4. OFFENDER PROFILE

In this section we set out our preliminary analysis of data on 49 individuals who were referred to the project between March 2011 and December 2011.

4.1 ANALYSIS OF PRISONERS REFERRED TO THE INSIDE-OUT PROJECT

An important feature of the evaluation of the Inside-Out project is the profiling of the personal, emotional, social and criminogenic 'needs' of those prisoners who were referred to the Inside-Out project. On reception to HMP Preston, prisoners are subject to an assessment of their needs/problem areas using the standardised OAsys assessment tool. OAsys is the Offender Assessment System tool used within the National Offender Management Service (NOMS). OAsys explores the prisoner's offending history, personal, socio-economic and criminogenic (crime-causative) needs areas. In addition, the assessment provides an indication of the level of the 'risk of reconviction' posed by the offender and highlights areas of concern that may require intervention.

Although subject to a rigorous and extensive testing and validation process, the OAsys assessment¹³ tool is a *dynamic* assessment and as such is open to a level of subjectivity and discretion by the assessing practitioner.

The following profile information is based upon the OAsys assessments for 49 prisoners who were referred to the inside-out project between March 2011 and December 2011. The data was captured from the completed OAsys assessments and was then forwarded to the MMU team in the form of an excel spreadsheet on the 8th December 2011. As previously discussed, the Inside-out project is concerned with the identification and targeting of those 'problem areas' associated with the persistence and continuation of offending behaviour. The project theory-base rests upon the targeting and alleviation of significant personal, social and criminogenic need areas to facilitate a reduction in future offending behaviour.

¹³ Howard, P. (2006) *The Offender Assessment System: an evaluation of the second pilot*. London; Ministry of Justice.

The offending histories of the prisoners referred to the project attest to extensive and enduring experiences of offending behaviour and involvement with the criminal justice system (CJS). For example, the average age of *first contact with the police* was 15 years of age with correlates with the prisoner's *age of first conviction*. The majority of cases (51 per cent) were 14 years or younger on their first contact with the police with 32.4 per cent having secured their first conviction. Given the average age of the inside-out group is calculated at 32 years of age, then the length of criminal career and involvement with the CJS is substantial.

Characteristics	Number of offender records	Minimum	Maximum	Mean (average)
Age	48	22	47	32.4
Number of court appearances/convicted under 18 years of age	43	0	17	2
Number of court appearances/convicted over 18 years of age*	42	1	74	31
Age at first contact with Police	43	11	22	15
Age at first conviction	43	11	22	15
Offender Group Reconviction Score (OGRS)	43	11	94	75.74

* One extreme case was excluded from the analysis where the offender had amassed 99 court appearances.

Figure 1: Characteristics of offenders

Unsurprisingly then, the number of court appearances/convictions for Inside-out prisoners ranges between 1 and 99, with prisoners having on average 31 court appearances over the age of 18 years. Taken together, the risk of future re-offending as assessed using the Offender Group Reconviction Score (OGRS), the likelihood of future offending behaviour is 76 per cent (12 month) for the Inside-out group. This means that statistically, 76 out of 100 prisoners, presenting with a similar offending profile will be reconvicted within a 12-month period following release from a custodial sentence. This classification places the majority of the Inside-out group within the medium-high risk of re-conviction. If this rate of reconviction were to materialise it would be a rate substantially higher than the average for this cohort reported by the Ministry of Justice for the 2009 cohort. The most recent reconviction data from the Ministry of Justice (relating to a 2009 cohort of offenders) found that prisoners

serving less than 12 months and released from HMP Preston had a proven re-offending rate of 66.5 per cent, committing an average of 5.37 offences per re-offender¹⁴.

OFFENCE TYPE

The following examines the offence categories for which the Inside-out prisoners received a custodial sentence. Clearly, the majority (n=30) of offenders were convicted of the acquisitive offences of theft and burglary. Seven offenders were convicted of violent offences including, 'common assault' (two cases) and the 'assault of police officer' (one case).

The offences perpetrated by this cohort of offender can be classified as posing a low 'risk of harm', but contribute significantly to high volume, acquisitive offences that often characterise and are attributed to the short term prisoner.

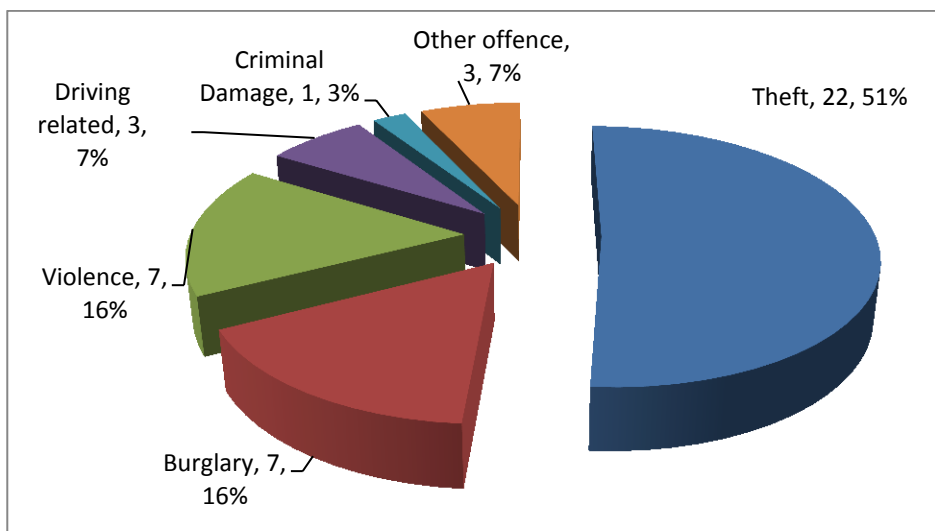


Figure 2: Offence types

SENTENCE-LENGTH

To build upon the offence profile the analysis of prison sentence-length gives some insight into the context and the seriousness of the offence committed. Therefore, the sentence

¹⁴ Taken from Ministry of Justice (2011) Proven Re-offending January to December 2009, Table 22a (Proven re-offending of adult offenders given sentences of less than 12 months by individual prison, first discharge from each prison 2007 to 2009)

length points towards the committal of less serious offences with twenty-one (49 per cent) prisoners sentenced to a custodial sentence of less than three months. A further thirteen (30 per cent) offenders received custodial sentences of between 4-6 months with all other prisoners (21 per cent) serving sentences between 7 and up to 12 months.

There is a clear challenge then for short-term prisoner resettlement projects where the constrained length of time actually served in custody may inhibit the targeting, identification and engagement of eligible prisoners to programmes of intervention.

The completion of OAsys assessment enabled the inside-out practitioner the opportunity to identify the key problem areas for attention. These areas often represent the particularly acute personal and social problems experienced by the short-term prisoner and should therefore inform future strategies/interventions designed to alleviate the aggravating factors. The following table highlights the key dimensions (problem areas) as assessed through OAsys and signifies the extent to which the area requires referral to specialist agencies for resolution.

4.2 PROBLEM AREAS FOR ATTENTION

In this section we explore problem areas identified in OAsys. The chart shows the number and percentage of offenders who were assessed as having a problem (denoted as 'Yes') those prisoners who did not (denoted as 'No') have a problem. Where the information was unavailable, the information is recorded as 'missing'.

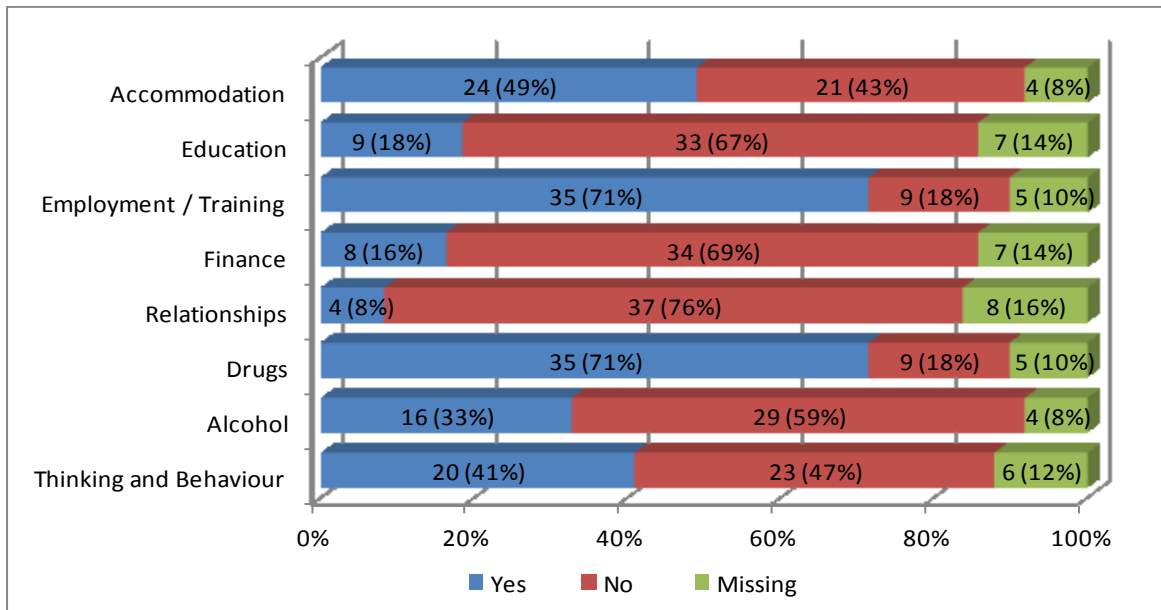


Figure 3: Problem areas

ACCOMMODATION

Twenty-four (49 per cent) offenders were assessed as having a problem with accommodation that required further action or referral to a specialist agency. The majority of prisoners stated that they would be returning to the Burnley area on release from prison (29 per cent) with a further 23 per cent of prisoners asserting a preference to return to the Blackburn area on discharge. Prior to the imposition of the custodial sentence, 22 per cent of the Inside-out group were living in 'permanent' accommodation. Twenty-three prisoners (46 per cent) were living in temporary accommodation and a further eleven (22 per cent), were of No Fixed Abode (NFA).

EMPLOYMENT, TRAINING AND EDUCATION (ETE)

The large majority (n=42) of the inside-out group were not in employment prior to their custodial sentence. In addition, 25 of the cohort had no educational qualifications. The opportunities then for gaining sustainable and legitimate employment on release from custody are reduced for this group of prisoners. The inside-out group is therefore highly reliant upon state benefits (63 per cent) and family support (8 per cent) for finance. Although not explicitly evident within the OAsys assessments, a substantial number of the group will also be reliant upon the committal of acquisitive crimes to gain finance. It is

perhaps unsurprising then that for 35 of the prisoners (71 per cent) employment is identified as an area for referral or action. Surprisingly, finance is an identified problem area for eight (16 per cent) of the group. It is likely that the majority of inside-out prisoners will access state-benefits on release from custody and as such, 'finance' is assessed as of lower priority than other more acute problem areas.

RELATIONSHIPS

Previous studies of short-term prisoners attest to the significant influence of pro-criminal peers and associates on the maintenance of offending behaviour. Arguably, one of the contested features of contemporary resettlement programmes and projects is that the prisoner is often 'returned' and resettled back to the criminogenic environments and circumstances which hitherto contributed to their offending behaviour. In addition, for those short-term prisoners identified as dependant upon problematic drugs and other illicit substances, the problems are further compounded by a return to the same 'relationships' and associates thereby posing a real threat to successful reintegration. Over half (53 per cent) of the inside-out group were living with other people prior to their imprisonment, although only a quarter 25 per cent were recorded as 'in relationship – living together'. Despite this, only 8 per cent of the inside-out group are deemed to have a problem with relationships that required referral or action.

DRUGS AND ALCOHOL

Related to the above section on relationships, the oft-cited driver of acquisitive offending behaviour is substance misuse. That is, offences are committed as a means to acquire money or goods for sale, which in turn will fund the purchase of problematic drugs (crack, heroin and cocaine). Of the group under analysis, 46 out of 49 prisoners (94 per cent) disclosed having previously used drugs. In fact, only one prisoner had indicated not using drugs with information unavailable for two prisoners. With regard to the assessment data, drugs were identified as a problem for referral or action for 71 per cent of inside-out prisoners, with alcohol flagged in 33 per cent of cases. Essentially, all cases referred to the inside-out project required some form of intervention to address problematic substance-use.

As illustrated further in the following chart, heroin use was disclosed by twenty-three prisoners as their drug of choice. Evidence also points towards poly drug-use with inside-out referrals using more than one drug type. In 10 per cent of cases, no information was available in relation to drugs use.

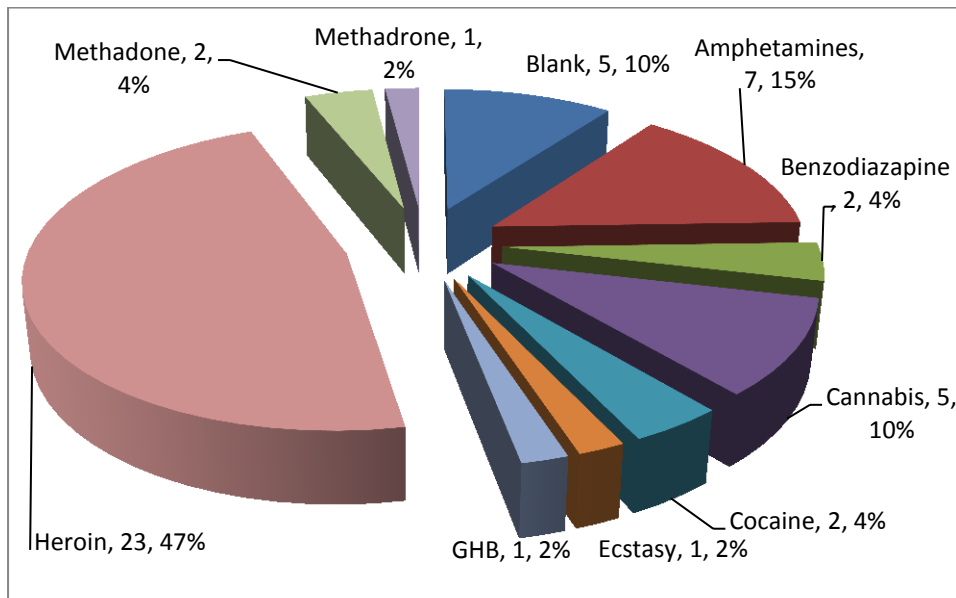


Figure 4: Substance misuse

THINKING AND BEHAVIOUR

A less often analysed OAsys problem area for short-term prisoner evaluation and research projects is information pertaining to 'thinking and behaviour'. Many contemporary approaches to working with the short-term prisoner are based upon the identification and then resolution of socio-economic problems. Yet, it is arguably the attitudes (and vulnerabilities) of the short-term prisoner that contribute to the persistence of offending behaviour. More importantly, for the inside-out group, 37 per cent were identified as requiring assistance to address problems of impulsivity and 16 per cent were assessed as having a problem with managing their temper. More positively, the majority of inside-out cases (63 per cent) recognised and acknowledged the impact of their offending behaviour upon their victims, the community and the wider society. In light of this, 41 per cent of the group were flagged as requiring referrals or action relating to their 'thinking and behaviour'.

The assessment information made available for this evaluation also points towards the profound impact of lengthy criminal careers upon the individual. For 14 per cent (n=7) of the inside-out group, the OAsys assessor acknowledged concerns of a 'risk of suicide'. Further, a quarter of the inside-out group (25 per cent) are flagged as at risk of 'self-harm'. The personal, emotional and mental health impact of lengthy offending careers and the resultant harmful effects of significant periods of imprisonment, poses a high risk of harm to 'self' for a significant number of short-term prisoners. As such, interventions and approaches to working with the inside-out group should be cognisant of the impact of offending behaviour upon the attitudes and (negative) behaviours that prolong offending behaviour. Conversely, there is also a need to acknowledge the vulnerability of the short-term prisoner and how this may compound the broader social, personal and emotional problems faced by this group.

5. EARLY INDICATIONS OF IMPACT

Insufficient time has elapsed to complete the reconviction study. In this section we assemble other evidence that might provide early indications of impact or the potential for impact.

5.1 COMPLETION OF INSIDE OUT

An intermediate measure of Inside-out project success is that of the level of engagement and motivation with those prisoners released from HMP Preston. In order to address the personal, social and criminogenic needs that affect the short-term prisoner, it is crucial that individuals referred to the project engage with the post-prison supervision process. Information was extracted by the Caritas team responsible for the delivery of the mentoring component of the Inside-out project. For the purpose of clarity, a non-completer is a someone who is referred to the Inside Out project and does not complete the post-prison supervision period in the community. The majority of these cases were recorded as 'not engaging'. The following chart shows the completion status of those prisoners referred to the project.

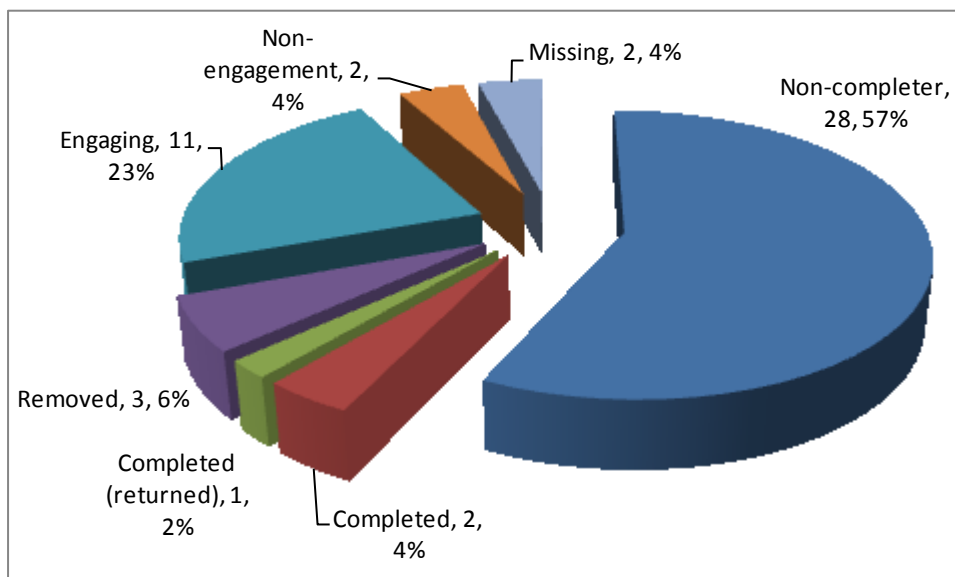


Figure 5: Engagement with Inside Out

Overall, three prisoners (8 per cent) successfully completed the post-prison supervision period offered through the inside-out project. Of these, one prisoner has since returned to the HMP Preston. At the time of writing, 11 prisoners were recorded as 'engaging' with the inside-project.

Twenty-eight prisoners had not completed the post-prison supervision process and as such were recorded as 'non-completers'. Notably, information was missing for two prisoners and three individuals have been 'removed' from the Caritas monitoring database.

Taken together, 9 per cent of prisoners who referred to the inside-out project had successfully completed the post-prison supervision, with 91 per cent calculated as non-completers.

5.2 OFFENDER EXPERIENCES OF INSIDE OUT

In this section we set out findings from a programme of interviews with 12 offenders.

METHODOLOGY

Twelve offenders were interviewed. The intention was to interview all offenders who joined the project and were in custody during September and October 2012. Offenders would be interviewed first in custody and again approximately 3 months after their release. The research team worked with staff in the Offender Management Unit at the prison to arrange the interviews. The first request to offenders to take part in an interview necessarily had to be made by prison staff. The form of words used at this first approach was agreed with the research team. Interviews took place in legal interviews. It was not possible to take recording equipment into the prison and therefore a reasonably detailed semi-structured interview schedule was used. It was designed to allow the researcher to quickly and easily make notes against each question. A short briefing paper describing the evaluation was prepared. Prior to interview, researchers discussed the sheet with the prisoner and, once they were satisfied that the prisoner had understood the sheet the researcher asked for written consent to participate in an interview. Some prisoners were not in custody for a sufficient length of time to allow for an interview to be arranged, but no offender who was approached in prison declined to be interviewed. Follow-up interviews in the community

usually took place in the Caritas Care offices. The Change Champion Coordinator and the Offender Management Unit in the prison helped to organise these interviews.

PROFILE OF OFFENDERS INTERVIEWED

A total of 12 offenders were interviewed – the majority in custody with follow-up interviews then taking place in the community for some offenders and a number of offenders not interviewed in custody being interviewed once in the community. The attrition rate reflects offenders who stopped engaging after leaving custody, who moved out of the area and therefore were no longer in contact with the project or who re-offended and were returned to custody. It is likely therefore that the results set out below are skewed towards offenders who engaged with the project for longer.

CHARACTERISTICS OF THE OFFENDERS

The offenders interviewed were, in broad terms, representative of the overall Inside Out cohort. They had an average of approximately 30 and the majority were serving a sentence for serious acquisitive crimes such as burglary. All had a long history of contact with the criminal justice system and all had served previous prison sentences. In many cases the offenders reported serving many previous prison sentences, in some cases in excess of 20 previous sentences.

Offenders were asked whether they believed that a number of factors were linked to their offending. Most offenders identified multiple factors. Some of the most commonly cited included substance misuse (both drugs and alcohol), poor employment prospects, problems with housing, anger management, the need for excitement, a tendency to get bored, depression and worry.

Some offenders also discussed the negative influences they would be exposed to on release from prison. One offender, discussing his impending release stated:

“it’s not going to be easy at all, I was part of a gang in my area- I was a bad lad with a lot of connections an stuff... I’ve gotta give it a go though- I have to.”

Substance misuse was a particularly common problem identified by offenders. Many offenders saw direct links between substance misuse and their offending behaviour. Substances mentioned included heroin and alcohol being mentioned frequently. As one offender explained:

“You will commit crime for extra money because it’s hard to keep a job”

Substance misuse was also reported to put strain on relationships with friends and family.

Poor employment prospects were also mentioned by many offenders as a factor linked to their offending. In some cases employment was seen as a means of securing a sufficient income to no longer need to commit crime:

“if I had a job then I wouldn’t need to commit crimes”,

In other cases, unemployment was linked with boredom:

“I was alright when I was working... now I get bored, I need something to do”

Many offenders saw their criminal record as a major obstacle to future employment.

Several offenders discussed housing as a key issue. Several wanted to be re-housed in different areas from the ones they had been living in prior to custody, seeing this as a strategy to avoid criminogenic influences in their community.

UNDERSTANDING OF AND ENGAGEMENT WITH INSIDE OUT

Offenders’ understanding of Inside Out varied. Several offenders clearly had a good understanding of the project both in terms of its aims and in terms of how it worked. However, some seemed to have limited understanding:

“nobody has said owt to me, I’ve been identified and put forward by the police in my area as a good candidate for this course thing- probably cause of all my convictions so I’m a bad lad cause I’m known to them [police]”.

Level of engagement with Inside Out was varied. Where offenders expressed positive views of Inside Out it was the Life Planning process that seemed to engaged them. In some cases offenders were ambivalent about Inside Out. For example one offender was initially dismissive of Inside Out:

“They’ve tried to put me on a load of courses, I’ve told them that a course won’t change me- I will change when I want to change, like you can’t help getting in a fight can ya?”

But later in his interview he discussed his initial experiences of meeting a Change Champion Coordinator and developing a Life Plan and seemed to offer a more positive reflection of the project:

“they asked me about what I wanna do in life and what I aspire to do- cause I don’t wanna be in and out of prison all the time cause it’s not clever at all”.

Another offender who demonstrated a good understanding of the project seemed to only have a limited level of engagement:

“the Inside Out project is just something else to do to keep my mind active until I get out of here”.

EXPECTATIONS OF INSIDE OUT

When asked what support they would wish for from the Inside Out project offenders identified a range of issues which commonly included help with employment and accommodation.

EXPERIENCES OF THE INSIDE OUT PROJECT

Many offenders had a positive view of Inside Out. For example, one offender stated

“I’m so glad I was put on Inside Out cause its helped me stick to my prescription, helped me with accommodation problems and arrange appointments when I’m released- I wouldn’t be able to do it if I weren’t on this project”.

Another offender felt that, that when compared with his previous visits to prison, the Inside Out project differed in that “before I came out to nothing, but now you are given more choices and much more support”. Specifically this offender felt that the project had helped him organise accommodation and that his Change Champion was helping him with basic independent living skills. One example he gave was help with getting deodorant.

There was some evidence that the co-produced Life Plan and the notion of the ‘good life’ has resonated with some offenders. For example, one offender stated that:

“I have been given confidence to follow through with things... having people there for me and following my life plan step-by-step is good”.

This same offender demonstrated a re-evaluation of his attitude to re-offending. When asked about the connection between his Life Plan and the likelihood of him reoffending he said that:

“I’m less likely now, I have considered it but I’ve got too much to risk... because I feel bothered about it makes me bothered to make an effort not to commit crime.”

His explanation for this change of attitude was he had previously given ‘empty promises’ whereas now these promises were followed through with. Similarly another offender made a clear distinction between his previous experience of the offender supervision process and the Inside Out model. Discussing the offender supervision process he expressed the view that:

“nobody cares, probation practitioners, OASyS and offender interventions are just box tickers and they do not help”

He then went on to talk in more positive terms about Inside Out.

However, some offenders had a negative view of Inside Out. For example, one offender seemed to equate it with being ‘just another course’ that a short-term offender might be put on, many of which would not be finished:

“there are too many people who start courses and don’t finish them so they obviously don’t work- you just do these things for early release”.

THE ROLE OF THE CHANGE CHAMPION

Many offenders who had met their Change Champion, either in prison, or who were back in the community and working with their Change Champion were positive about the mentoring role¹⁵. For example, one offender stressed the importance of his Change Champion, who he had met recently in prison:

“I met my mentor last week and when I get out I’ll get help accommodation wise- I know my mentor will be there for me, I need her.”

In particular meeting his Change Champion before his release seemed to have had a positive impact on his confidence:

“I have got my mentor to help me do it [Life Plan] so that’s a good thing cause I wouldn’t be able to do it if I didn’t have her”.

Some of the offenders we interviewed in prison had not yet been allocated or met with their Change Champion. ‘A’ had not yet been allocated a Change Champion to work with him in the community. However, he explained that his ideal Change Champion would be an individual who has been in his situation regarding his offending and lifestyle:

“to be honest I’d rather have an ex- gang member, someone I can relate to so I can see how they got out of this way of life. That would give me something to look up to, like if they can do it- I can, it would prove to me.”

As discussed earlier in the report, the tendency for some mentors to be younger than offenders and not share their life experiences had, in some cases been felt by offenders to be a limitation of the project. One offender whose Change Champion was an ex-offender commented:

“he was an ex-offender as well so he was easier to talk to; I think he understood were I was coming from”.

¹⁵ However, this sample of offenders is possibly more likely to be positive about Inside Out and the mentors.

Even where an offender did re-offend Inside Out and specifically the Change Champion might still have played a significant and positive role in the offender's ongoing process of desistance. One offender spent several months in the community before returning to HMP Preston. Through the Inside Out project he was able to write a letter to his Change Champion explaining how sorry he was to have re-offended and be back in prison and expressing his hope that he would be able to desist from offending when next released. For an offender with entrenched offending behaviour this could be seen as a significant change in attitude.

Short interviews were also undertaken with a small number of mentors. These occurred when interviews with offenders took place in the community and their Change Champion was also available for interview¹⁶.

One Change Champion saw the voluntary status of mentors as important.:

“it's good that the mentors are volunteers, I think this is appreciated by [Offender 2] because he is doing it off his own back and we aren't an official body”.

This Change Champion reported that the offender had gained confidence as a consequence of being involved with the project. He had positive views toward the project and it was promising to see that he had fulfilled three out of the four goals he had set: finding accommodation and acquiring a gym pass and a bus pass. The same Change Champion also reported that they had witnessed the offender being “put under pressure” by authorities such as the police. In the view of the Change Champion:

“he still gets victimised by the police even though he is behaving... this pushes him back towards his offending attitudes”

This same issue was raised independently by the offender, although his attitude towards the police was ambivalent. While he resented the close scrutiny of the police he also recognised some value in it:

¹⁶ Interviews with offenders and mentors were conducted separately.

“I like doing one-to-one work and not being forced to do it... but if I wasn’t told about it I probably wouldn’t be doing it now”.

6. ECONOMIC EVALUATION

In our final evaluation report, assuming that we are able to estimate the impact of Inside Out, we will undertake a cost-benefit analysis. At this stage in the evaluation we do not have an estimate of impact and so we have undertaken a break-even analysis. To do this we have estimated the economic cost of delivering the project and considered the economic cost of re-offending committed by the Inside Out cohort. Based on these estimates we calculate the break-even point for Inside Out.

6.1 COST PER OFFENDER OF INSIDE OUT

We have estimated the overall annual economic cost of the Inside Out project and estimated the unit cost of working with each offender. To do this we have made a number of broad assumptions. We hope to refine these assumptions before the final report and therefore anticipate that these estimates might change.

1. **Capacity.** At the time of the analysis the project employed a full-time Volunteer Coordinator and involved a range of other paid staff including managers from the criminal justice partner agencies, staff in the prison Offender Management Unit and community-based Integrated Offender Manager staff. Over its first year the project worked with approximately 50 offenders. For the purposes of the economic analysis a throughput of 50 offenders a year has been assumed to work out a unit cost. However, if the project continued it is possible that it could increase its capacity without increasing staffing and therefore the unit cost we estimate might come down.
2. **Setting up.** We have not identified any specific, one-off set-up costs incurred in setting up the project. However, some of the management time put into the project, particularly in its first six months would probably reduce over time and therefore the unit cost might come down.
3. **Value of volunteer time.** A substantial amount of volunteer time has been used to provide the mentoring provision. We therefore need to put a value on volunteer time and, in an economic analysis the preferred method is to identify an appropriate market value. There are two approaches to this: The value of the time put into the project from the point of view of the volunteer – that is to say, the value the volunteer him or herself would put on their time; or the value of time to the project – that is, the price which would have to be paid to employ someone to perform the same tasks. A proxy for the former measure might be to use a volunteer's current or most recent salary. It is not clear that this is appropriate. The transferable skills employed by a volunteer will differ from those specific skills used by the same

individual in their current or previous paid employment. For example, there is no reason to suppose the contribution of a volunteer employed as a primary teacher should be valued differently to the contribution of a volunteer employed as a hedge-fund manager. The appropriate measure would, we suggest, be the value of time to the project. Different approaches might be used to measure this. Caritas have suggested that the national minimum wage could be used as a proxy and this is the value used in this analysis. However, this may not reflect the skills and experience volunteers bring to their role and an alternative approach would be to use salaries and employer on-costs for equivalent paid positions.

4. **Cost to other agencies.** Although the bulk of the resource used to run the Inside Out project is expended by criminal justice agencies and Caritas there may be additional costs to other agencies. For example, a better supported offender might be more likely to complete a drug treatment programme or more likely to make a claim for welfare benefits payments. This analysis does not take account of any such costs.

All estimates are in 2010/11 prices. We did not identify any significant set-up costs or one-off capital costs which would need to be amortised across the life of the project.

We calculate the total annual cost of the project to be £142,015. Assuming a throughput of 50 offenders per year we assume a cost per offender of £2,840.

6.2 COST OF RE-OFFENDING OVER 12 MONTHS

To calculate the economic and social cost of offending we concentrated on 42 offenders for whom we had information on their Index Offence.

We assumed that their rate of proven re-offending was the same as that of the entire 2009¹⁷ cohort of short-term offenders released from HMP Preston – a rate of 66.41 per cent. We also assumed that the number of proven offences those who re-offended committed would be the same as the average for the entire 2009 cohort – an average of 5.37 re-offences per re-offender.

We then applied a multiplier to calculate the additional offences that the cohort would have committed that would not have resulted in a fresh conviction. There is very limited research on the likely ratio of actual offences committed to proven reconvictions. For this exercise we have used the multipliers set out in the Integrated Offender Management Value for Money

¹⁷ Our cohort is from 2011, but the most recently published figures for proven re-offending relate to 2009.

tool, which are themselves updated from earlier Home Office publications on the social and economic costs of crime¹⁸. However, these describe the multiplier required to estimate the total amount of crime in ratio to police recorded crime. Not all police recorded crimes result in a conviction and so using these multipliers in this exercise means that we are probably under-estimating the number of offences committed by the cohort that do not result in a conviction. Not all of the convictions the Inside Out cohort picked up were for offences where a multiplier has been published by the Home Office. About three quarters of the offences could be matched. The remaining quarter were mostly driving offences and drug possession and dealing offences. We selected the multiplier for 'theft – not a vehicle' on the basis that it was a property-based offence with a low multiplier.

Once we had estimated the total number of crimes the cohort would have committed in a 12 month period we put an economic value on these offences. We assumed that the offences committed by the cohort over the 12 months would be the same as their Index Offence. The Home Office have published estimates of the social and economic costs of crime for a range of offence types. The most recent are in a Value for Money Toolkit for Integrated Offender Management. The unit costs are in 2010 prices. We had to match the Index Offences for the Inside Out cohort to these categories. A challenge here was that not all of the offences committed by the cohort are ones that the Home Office has published a unit cost for. About three quarters of the offences could be matched. The remaining quarter were mostly driving offences and drug possession and dealing offences. To complete the costing exercise we therefore used the Home Office cost category 'theft – not a vehicle' as a proxy for the offences where no unit cost was available. Our rationale for this was that the types of offences without a natural match were generally crimes where there would be few social and economic costs to individual victims, but where substantial criminal justice resource would be expended on offences that resulted in a prosecution. The category 'theft – not a vehicle' fitted this broad cost profile.

¹⁸ Home Office (2000), "The economic and social costs of crime in England and Wales", Home Office Research Study 217, London: Home Office and Home Office (2005), "The Economic and Social Costs of Crime against Individuals and Households 2003/04", Home Office Online Report 30/05, London: Home Office

Having performed the steps described above we estimated that, all things being equal, the 42 Inside Out clients would have committed offences in the 12 months with a cost of £819,064.36 or a cost of £19,501.53 per offender. This is the total economic cost and includes costs to the public sector (including the criminal justice sector) and costs to individual victims. This is only the cost over their first 12 months following release from prison. Over a life-time this cost would be higher.

6.3 BREAK EVEN ANALYSIS

We estimate that social and economic costs of crime for one offender from the Inside Out cohort is £19,501 for the first 12 months following release. We estimated that the cost of Inside Out is £2,840 per offender. Both figures are in 2010 prices. Assuming that any reduction in re-offending was distributed evenly across the range of offences committed by Inside Out clients there would need to be a 15 per cent reduction in re-offending for the project to break-even after 12 months. This equates to approximately a 10 percentage point reduction in re-offending.

If a longer-term perspective was taken and the cost of re-offending over an offender's life time was taken into account then the reduction in re-offending required in the first 12 months in order for the project to break-even would be much lower. As discussed above, given that the unit cost per offender of the Inside Out project might also be lower in a wider roll-out this would further reduce the percentage change in re-offending required to break-even.

A complicating factor in applying the Break Even Analysis is that a stated aim of the Inside Out is, where offenders do not engage, to enhance surveillance and, where necessary expedite rapid reconviction if the offender's behaviour justifies this. The implication of this for the Break Even Analysis is that, for a sub-cohort of offenders who do not engage, a higher rate of reconviction would be a positive outcome.

7. CONCLUSION

The Inside Out project has been implemented as planned. We do not have the results of an impact evaluation at this stage but a number of issues raised in the implementation can be highlighted.

The following positive elements were observed:

- Substantially more information on offenders is being shared between the police and the prison service and information is being shared earlier in the offender's sentence. More generally there is evidence of more and higher quality communication between partner agencies.
- As a result of the Inside Out project a group of prisoners serving short sentences have been given 'through the gate' resettlement support that would not normally be available to this group. They have also benefited from the offer of a volunteer Change Champion and many offenders have taken up this offer.
- Through the use of a Life Plan and some discretionary funding an element of personalisation has been introduced into the offender resettlement process.
- There are some indications from qualitative interviews with criminal justice staff and offenders that offenders who were likely to re-offend were helped by the Inside Out project and have changed their thinking and behaviour in response. However, we do not yet know whether this is the case for a substantial numbers of Inside Out clients and whether Inside Out clients were more likely to desist from re-offending than comparable offenders leaving prison.

The evaluation has also highlighted a number of challenges:

- A key challenge is maintaining engagement with prisoners serving sentences of less than 12 months once they are released from prison. Interviews with staff, the difficulties we experienced with conducting follow-up interviews with offenders in the community and project management data all suggest that a substantial proportion of offenders do not engage once they leave prison, or that they initially engage and then reduce or cease their engagement.
- The personalisation element has been challenging to implement. Good progress has been made but processes such as life planning presents challenges when working with short-term prisoners.
- Mentoring offenders with complex needs is challenging and providing sufficient support to mentors requires substantial input from the supporting agency.

In any future roll-out of Inside Out a number of elements of the project might be further developed:

- The decision on which agencies in the community offender supervisors working in the prison contacted seemed to be based partly on Offender Supervisor knowledge of agencies and partly on information from offenders. A system to support this process could be developed, such as a database of known agencies or formal referral agreements brokered between the Inside Out project and key referral agencies.
- The process of developing a Life Plan would benefit from further development to make sure that the Life Plan is genuinely co-produced. This process requires both time and an appropriate physical space for the planning process to take place in.
- There may be opportunities for prison-based Offender Supervisors to be given more information about the outcomes of individual offenders and to reflect on the implications for their practice.
- Further thought should be given to the profile of mentors and, when recruiting mentors consideration should be given to how well the mentor's life experience will match or complement those of the offender.

APPENDIX ONE: LIST OF PROCESS EVALUATION INTERVIEWS

Name	Organisation	Interviewed in first round (August/September 2011)	Interviewed in second round (March/April 2012)
Adam Connolley	HMP Preston	Yes	Yes
Caroline Thompson	In Control	Yes	No
Claire Warrington	Caritas Care	Yes	No
Dawn Kerr	Caritas Care	Yes	No
Jackie Wilson	HMP Preston	Yes	No
John Waters	In Control	No	Yes
Julia Horridge	HMP Preston (CARATS)	Yes	No
Julie Macauley	HMP Preston	Yes	Yes
Leanne McLoughlin	Lancashire Probation Trust (on secondment to HMP Preston)	Yes	No
Mark Hanson	HMP Preston	Yes	No
Michelle Pollard	HMP Preston	No	Yes
Phil Hutchinson	Lancashire Constabulary	Yes	Yes
Shona Drummond	Lancashire Probation Trust	Yes	No
Steve Worswick	Caritas Care	Yes	Yes

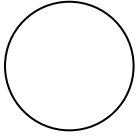
APPENDIX TWO: RISK ASSESSMENT FORM



Name
DOB

Revolution Officer	
Probation / YOT Officer	

Address			Phone No	
PNC		CRO	Nat Ins No	
Arrest History (SAC)				
Warning Markers				
NOMIS Number:		Chemist		

Grading	Rationale	Date	Collar no
			

OUTSTANDING MATTERS			
Date	Court Pt IV Bail Station	Offence	Bail Conditions

LICENCE / ORDER			
Date Imposed	Conditions	Hyperlink	End Date
	Full Licence/ conditions to be entered here (To ensure we capture amendments)	HYPERLINK TO PDF COPY OF LICENCE	
	Boxes can be added as required		

Professional Contacts			
<u>Organisation</u>	Name	Number	
	Boxes can be added as required		
Personal Contacts			
Relationship	Name	Address	Number

<u>Care Pathway</u>	<u>Lead Manager</u>	<u>Aims & Objectives</u>	<u>Outstanding Actions</u>
Accommodation	Name of professional lead(s) with responsibility for delivering relevant pathway aims and objectives to be entered here.	<p>Specific aims and objectives to be set out here (for each pathway) with date agreed. These may be short term, mid term and long term.</p> <p>Any new aims and objectives can be added underneath with date agreed.</p>	<p>All Outstanding Actions relating the relevant Pathway. Once the action has been completed then an entry to be placed on the Summary below and started with the Pathway keyword i.e. ***ACCOMMODATION***</p> <p>(All Entries should be placed on Summary below to enable supervisors to check activities against Aims & Objectives and assists other divisions & Prisons when the Risk assessment is handed over upon moving area or receiving a custodial sentence)</p>
Education, Training & Employment			
Physical and mental health			
Drugs & Alcohol			
Finance, Debt & Benefits			
Children & Families			
Attitudes, Thinking & Behaviour			
Victims			Clean Slate approach discussed – "DATE"

