



Ministry  
of Justice

# £50m Reducing Reoffending Package Process Evaluation

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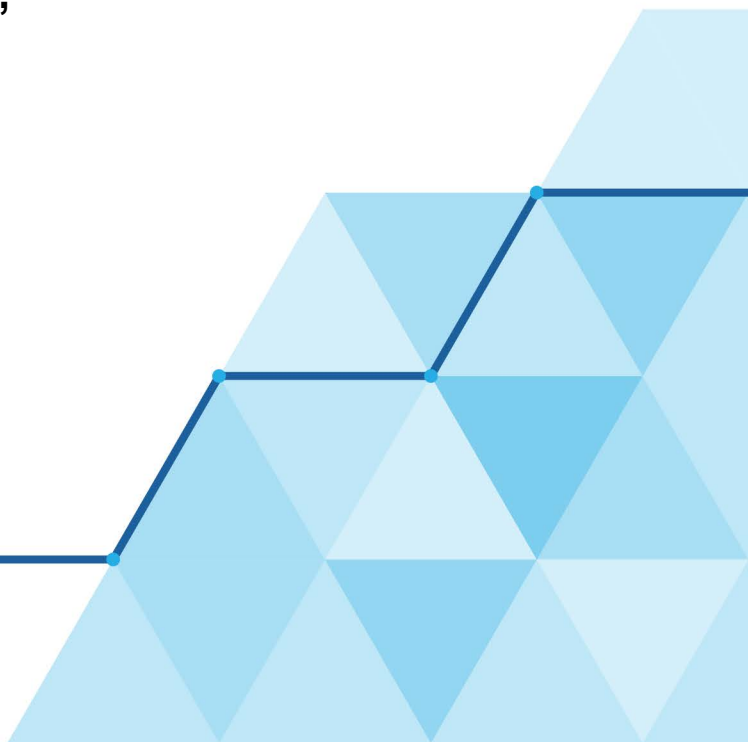
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# 1. Executive Summary

## 1.1 Introduction

Tackling crime is a top priority for this Government. Data from the Ministry of Justice in 2020 shows that 80% of offenders cautioned or convicted had at least one previous caution or conviction<sup>1</sup> and almost a quarter of offenders (24.7%) reoffend within a year after being released from custody, receiving a non-custodial conviction at court or a caution/reprimand.<sup>2</sup> Reoffending not only affects victims but has negative consequences for the offenders themselves and society. Given the wide-reaching consequences of offences, research is needed on what works to help reduce reoffending.

The MoJ Sentencing White Paper, A Smarter Approach to Sentencing (September 2020),<sup>3</sup> set out priorities in addressing reoffending, focusing on employment, accommodation, and substance misuse. Thus, in January 2021, the Ministry of Justice (MoJ) announced a £50 million investment package to reduce reoffending ([Appendix A](#)) covering both private and publicly run prisons and probation services across England and Wales. The investment package reflected a primary focus on accommodation for prison leavers, but also included funding to test innovative new approaches to improving rehabilitative support in custody. Three strands of work were funded by this investment: Prisons Trialling New Approaches, the Community Accommodation Service Tier 1 (CAS-1) Approved Premises (AP) National Investment and the Community Accommodation Service Tier 3 (CAS-3) Temporary Accommodation. Further details on the investment and the tiered structure of the Community Accommodation Service can be found in [Appendix B](#).

Getting prison leavers into accommodation is key because it provides a strong foundation for individuals to access treatment for addictions and mental health problems if needed, find work, and access other services to help reduce the likelihood of reoffending. It also enables better management of offenders back into the community in a way which

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<sup>1</sup> Criminal Justice System statistics quarterly: March 2021 – GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>2</sup> Proven reoffending statistics: January to March 2020 – GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>3</sup> A Smarter Approach to Sentencing (September 2020) – GOV.UK ([www.gov.uk](http://www.gov.uk))

maximises public protection. Findings from a report published by HMIP in 2020<sup>4</sup> showed that for service users released to settled accommodation, the percentage recalled or resentenced to custody was almost half that of those without such accommodation on release.

IFF Research and Sheffield Hallam University were commissioned to conduct a process evaluation<sup>5</sup> of the investment package, between July 2021 and July 2022. The roll-out of the investment ran from April 2021 until the end of March 2022. It is therefore important to note that the investment and research took place in the context of COVID-19, and the impact of this is discussed later in this section.

In October 2021, £550m of funding to cut reoffending and protect the public was secured in the 2021 Spending Review.<sup>6</sup> Some activities that were part of the initial £50m investment package under scrutiny in this report are going to continue via the £550m funding over the next three years. However, this evaluation is focussed on what has happened between April 2021 and March 2022 in relation to the activities forming part of the £50m investment. For the majority of the fieldwork, continuation of the investment was unknown and therefore the view that it could end in March 2022 affected how some staff perceived the investment.

Phase 1 of data collection took place in September and October 2021, and Phase 2 between February and April 2022. Qualitative case studies were conducted in both phases and a survey of staff, prisoners, and people on probation<sup>7</sup> was conducted during Phase 2. Participants that took part in each investment strand can be found in the following tables: Prisons Trailing New Approaches – [Table 3.1](#), CAS-3 – [Table 4.1](#) and Approved Premises – [Table 5.1](#).

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<sup>4</sup> [Accommodation and support for adult offenders in the community and on release from prison in England. An inspection by HM Inspectorate of Probation \(July 2020\)](#)

<sup>5</sup> Process evaluations typically assess how programmes of work have been implemented and what factors influence the outcomes of an intervention. This process evaluation in question used quantitative and qualitative research methods to explore this.

<sup>6</sup> [Largest funding increase in more than a decade for justice system – GOV.UK \(www.gov.uk\)](#)

<sup>7</sup> A person on probation is someone who is serving a sentence but are not in prison. They could be on probation serving a community sentence or have been released from prison on licence or on parole.



## 1.2 Prisons Trialling New Approaches Main Findings

The Prisons Trialling New Approaches strand of the investment aimed to enhance rehabilitative support within prison and ‘through the gate’, through the creation of new specialist roles in accommodation, employment, education and health and substance misuse. Further information on the specialist roles can be found in [Appendix C](#).

Awareness of the investment was high amongst senior stakeholders, strategic site-based staff, new specialist roles and support providers involved in the project. However, there was more variation amongst prisoner-facing staff and prisoners. Most of the staff surveyed (who were strategic site-based staff and specialists) felt that communications around the investment from senior leaders and His Majesty’s Prison and Probation Service (HMPPS)/ MoJ Headquarters (HQ) had been effective. However, there was a perception from the case study prison interviews that although buy-in had been achieved at a strategic level, it was more limited at an operational level, particularly amongst prisoner-facing staff.

The case studies revealed that relationship building with internal and external partners, the impact of the specialist roles and collaboration between specialists at other prisons that were trialling new approaches had generally gone well. A general positive perception around relationship building and the impact of specialists was also evident in the staff survey findings. However, some key challenges highlighted were: recruitment and retention, COVID-19, the relatively short length of the known investment, the prison regime, probation reunification and uncertainty about the roles and responsibilities of certain specialist posts.

The progress of delivery varied between the case study prisons. This variation was predominantly due to when the specialists had started their role and how long they had stayed in post. In some instances, specialists only had six months or less to implement and embed change, before the anticipated end of the investment period.

The staff survey findings show that most staff in Prisons Trialling New Approaches felt that since the investment-funded activities were introduced, prisoners had been better supported. Half or more of the staff reported there had been at least a moderate impact on prisoners across all of the investment areas: accommodation and employment, education, and health and substance misuse. The prisoner survey findings were more mixed;

however, prisoners reported more access to support in the prisons that were trialling new approaches where all themes were tested in a single site (up to six specialists in post).

### **1.3 CAS-1 Approved Premises National Investment Main Findings**

Approved premises are used primarily for high and very high-risk individuals released on licence from custody. The CAS-1 Approved Premises (AP) National Investment strand aimed to increase the effectiveness of public protection in APs through a range of activities involving workforce professionalisation, additional funding for maintenance work and purposeful activities, a new divisional equalities strategy, a new drug testing pilot (Midlands only) and the introduction of a Central Referral Unit.

Both the survey and AP case study site interviews found that awareness and understanding of the investment activities was high amongst staff in senior strategic roles but lower among site-based operational staff. Despite this variation, qualitative insight suggested that buy-in from operational staff had increased by Phase 2 of the research. This stemmed from staff feeling more valued and seeing positive changes taking place in their working environment.

The staff survey showed that engagement with training and the maintenance work was high, and both of these elements were welcomed. There was qualitative evidence that workforce professionalisation and maintenance activities had improved staff morale.

The qualitative interviews suggested that most of the challenges experienced were practical ones related to the refurbishment work being conducted. However, challenges around the relatively short length of the investment and the broader context of COVID-19 were also mentioned.

Staff interviewed in the qualitative AP case study sites believed that the improved environment would improve the quality of the stay for people in APs, in the longer-term. When looking at the staff survey results on perceived impact around support as a result of the investment activities in the AP estate, the accessibility of health and substance misuse treatment during and after care saw the greatest proportion agreeing that there had been at least a moderate impact (54% during care and 48% after care). Around two in five staff

also agreed that there had been at least a moderate impact on accommodation (44%), employment (42%) and education support (39%).

The survey of people on probation in APs underlined the importance of providing good quality information in advance about the move, as those who felt happier about transitioning into an AP were significantly more likely to report positive experiences and outcomes. Half of the staff surveyed reported that they themselves had not experienced any benefits to date, although it was noted that not enough time had elapsed to see impacts. The staff survey also suggested a limited impact on partnership working with external support agencies, which was still recovering after having been curtailed by COVID-19.

## **1.4 CAS-3 Temporary Accommodation Main Findings**

The CAS-3 Temporary Accommodation strand of the investment aimed to accommodate prison leavers, and those moving on from APs and Bail, Accommodation & Support Services (BASS) provision, who were 'at risk of homelessness'. The investment was across five probation regions and offered up to 84 nights of temporary accommodation following release. This strand also included funding for Strategic Housing Specialists. More detail on this specialist role can be found in [Appendix C](#).

Evidence from the staff survey and qualitative regional case studies showed that awareness of the CAS-3 investment and activities was high among staff and stakeholders. The qualitative findings also revealed that buy-in was generally strong among those aware of CAS-3.

Despite the issues experienced early in the setup of the programme, by Phase 2 of the research, staff and stakeholders were positive about CAS-3. They felt that communication and partnership working between all parties was generally working well. Evidence from the case study region interviews with staff, stakeholders and those currently or previously housed in CAS-3 accommodation demonstrated that CAS-3 provision has provided accommodation to those who without it would have been homeless. The case study regions identified examples of where the combination of accommodation and support provided through CAS-3 had led to wider benefits for some people on probation, such as improved mental health and transitions into settled accommodation.

The survey with people on probation identified a range of positive findings in relation to the support they had received and its impact on their outlook for the future. Those who indicated they have a disability tended to be less positive about the help offered and it may be that they need more, or more specialist, support. For example, they were significantly less likely than those without a disability to feel that their support worker was helpful in supporting them to look after their property (80%, compared with 92% of those without a disability) or their money (47%, compared with 77%).

The main challenges experienced were related to the housing market, including finding suitable CAS-3 and move on properties in the right area and trying to get self-contained accommodation within budget. Managing individuals on short sentences and people who get recalled was also a key challenge. In these instances, probation staff, the local authority and housing providers experienced difficulties because they had limited time to work closely with the individual, as they are often swiftly moving in and out of custody.

The findings revealed mixed views on whether the needs of people on probation were being fully met. Some staff felt that the wrap-around support<sup>8</sup> provided beyond the provision of the CAS-3 accommodation was not currently sufficient, and they raised particular concerns about the level of support provided to people on probation to get them 'tenancy ready' for when they move on from CAS-3 accommodation. It was also noted that finding and securing accommodation for after the CAS-3 provision could be a challenge, due to the lack of available or appropriate properties in a housing market where there is very high demand.

## 1.5 Conclusions

Building a broad level of awareness and understanding of the investment package through different staff and stakeholders was important to support its intended outcomes, because of the need to generate their buy-in to implementing change. While awareness and understanding varied between managers and operational staff and between the different strands, the qualitative research did show that it improved over the investment period.

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<sup>8</sup> Extra support provided beyond the provision of the CAS-3 accommodation. Examples of support include someone picking the prison leaver up on their day of release and taking them to the CAS-3 accommodation, mental health support, help to arrange benefits, teaching people on probation how to pay bills and be good tenants.

Staff (strategic and operational) across all three strands supported the focus of the investment.

While progress was made in all three strands of the investment package, the speed and extent of this varied by strand and, within some strands, by region/ location.

- Among the Prisons Trialling New Approaches, those with a focus on the employment theme had made the most consistent progress. While good progress was made in some sites, in others recruitment and retention challenges left gaps and limited the extent that new roles could implement and embed change.
- In the CAS-1 Approved Premises National Investment, the activities with the most progress were the rollout of staff training and development, maintenance/ improving the environment, equality, diversity and inclusion and the establishment of the Central Referral Unit. Progress in rolling out additional purposeful activities was variable between sites and was curtailed by the impacts of Covid. Some of the activities, such as staff training, were ramped up very quickly towards the end of the investment period and there was therefore insufficient time to reflect on perceived impacts within both the staff survey and the AP case study site interviews.
- In the CAS-3 Temporary Accommodation investment, awareness was high, and communications improved between Phase 1 and Phase 2 of fieldwork. Progress continued to vary by region as some had experienced delays in sourcing CAS-3 temporary accommodation due to high demand in the housing market. However, progress had been made in identifying suitable accommodation, building relationships with partner agencies and staff training around housing legislation and new referral and monitoring systems. There was some evidence of positive outcomes from people who had been referred into CAS-3 accommodation and who would have otherwise been homeless. Lack of suitable CAS-3 accommodation and move-on accommodation were the major challenges.

While each strand had encountered specific challenges, the relatively short duration of the known investment was a consistent issue, especially given the time it took to recruit additional programme-related staff and design and roll out certain new initiatives. It is worth noting, COVID-19 may have exacerbated issues around what could be achieved

within a short period of investment such as creating further strain on recruitment and so caution should be taken in considering how generalisable this finding may be when implementing similar schemes in current contexts. Furthermore, due to the additional time it took to recruit programme specific staff and design and roll out certain new initiatives, outcomes will be longer-term than what can be measured within the period of this evaluation.

## 2. Introduction, Background and Method

### 2.1 Introduction

IFF Research and Sheffield Hallam University were commissioned by the Ministry of Justice (MoJ) to conduct a process evaluation of the £50 million investment package to reduce reoffending. Process evaluations assess how programmes of work have been implemented, what has gone well and what has gone less well, and what factors influence the outcomes of the intervention. Findings from process evaluations can inform future implementation of an intervention. They do not seek to measure impact. Qualitative methods were used to explore in depth how the strands of the investment package had been implemented and engaged with. To compliment the qualitative research, quantitative surveys were also used to provide insights from larger sample groups across the strands.

The main aims of the process evaluation were to:

1. Provide evidence of the mechanisms of roll-out, implementation and delivery of each individual strand and the overarching package. This includes:
  - a. What has gone well, what the challenges have been, and what lessons have been identified for future adaption and roll-out; and
  - b. What are the barriers and enablers, and what progress has been made towards activities moving into 'business as usual'?
2. Capture evidence of prisoners and people on probation' experiences and journeys through one or multiple work strands, activities, or initiatives.
3. Capture evidence of how (if at all) programmes, activities or initiatives have led to improved outcomes for staff and/or prisoners/people on probation.

The process evaluation will inform prospective designs and potential larger scale roll out of similar activities in the future. It is focused on implementation, delivery and perceived outcomes for staff, prisoners, and people on probation. It is not intended to measure impacts or value for money.

## 2.2 Background and context

The Government aims to tackle the causes of reoffending to keep our communities safe. We know that the economic and social cost of reoffending is approximately £18 billion per year<sup>9</sup> and that 80% of offenders cautioned or convicted in 2020 had at least one previous caution or conviction.<sup>10</sup> Therefore, in order to beat crime, the Government must tackle reoffending. The Government has ambitious plans to reduce reoffending and spend £200 million a year by 2024–25 to improve access to accommodation, education, employment support and substance misuse treatment and further measures for early intervention to tackle youth offending as set out in the Prisons Strategy White Paper,<sup>11</sup> 2021. We know the likelihood of ex-offenders reoffending is significantly decreased if they have a home, a job and access to healthcare, including substance misuse treatment.

In January 2021 the Government announced a £50 million investment to reduce crime and improve public safety by tackling these key drivers of reoffending. The £50 million investment package covers both private and publicly run prisons and probation services<sup>12</sup> across England and Wales to enhance Approved Premises, provide temporary accommodation to people on probation at risk of homelessness, and enhance resettlement support for prisoners before and after release. The investment package reflected a primary focus on accommodation for prison leavers, but also included funding to test innovative new approaches to improving rehabilitative support in custody.

The three strands of the investment package were:

- **Prisons Trialling New Approaches:** This strand aimed to enhance support within prison, and ‘through the gate’ by testing several new roles and initiatives designed to improve accommodation, employment, education, and health and substance misuse outcomes in a variety of combinations across 16 male and female prisons. The majority of prisons focused on a specific theme, which encompassed two new specialist roles. Of the 16 prisons, two covered all themes (involving six specialist roles). The themes were split as follows: accommodation

<sup>9</sup> Economic and social costs of reoffending: July 2019 – GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>10</sup> Criminal Justice System statistics quarterly: March 2021 – GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>11</sup> [Prisons Strategy White Paper: December 2021 – GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101221/Prisons-Strategy-White-Paper-December-2021.pdf)

<sup>12</sup> Probation moved to a new unified model (the Probation Service), on 26th June 2021 following the end of CRC contracts



and employment, education, health and substance misuse. Further information on the specialist roles within the Prisons Trialling New Approaches can be found in [Appendix C](#).

- **Community Accommodation Service – Tier 1 (CAS-1) Approved Premises (AP) National Investment:** This strand aimed to increase the effectiveness of public protection by APs through: workforce professionalisation activities, maintenance work and other improvements to the physical environment, piloting a new drug testing regime in the Midlands, increased funding for purposeful activities for people in APs, a new divisional equalities' strategy. A Central Referral Unit project was also introduced aimed at developing new systems and staff to ensure that an ever-increasing number of referral requests can be met in a timely way.
- **Community Accommodation Service – Tier 3 (CAS-3) Temporary Accommodation Investment:** This strand aimed to accommodate prison leavers, and those moving on from APs and Bail, Accommodation & Support Services (BASS) provision, across five probation regions, who are 'at risk of homelessness' into temporary accommodation for up to 84 nights following release. This strand included funding for Strategic Housing Specialists (a prison-based role), to work with key accommodation-related partners, including Regional Probation teams and local authorities, in order to support the Head of Reducing Reoffending to be more strategic in their approach to reducing homelessness on release for prison leavers.

The investment package ran from April 2021 to the end of March 2022, with the process evaluation taking place from July 2021 to July 2022. It is therefore important to note that the roll-out of the investment and research activities took place in the context of the COVID-19 pandemic, and the impacts of this on the different strands of the investment package are discussed in each of the relevant chapters.

## 2.3 Methodology

All research was conducted in accordance with the Government Social Researcher (GSR) guidelines on ethical evaluation practice.<sup>13</sup> The process evaluation involved two phases of data collection. Phase 1 took place between September and October 2021, and Phase 2 between February and April 2022. Both phase 1 and 2 involved qualitative case studies, a survey with staff and a survey with prisoners and people on probation. More detail on the methodology can be found in [Appendix D](#) followed by further detail on the approach to analysis ([Appendix E](#)).

### Case studies

A qualitative case-study based approach was used to explore how the investment package had been implemented at different locations. Data collection took place at 14 case study sites across the three investment package strands. These comprised:

- four prisons that were trialling new approaches
- five Approved Premises<sup>14</sup>
- the five regions involved in the implementation of the CAS-3 Temporary Accommodation programme.

Table 2.1 outlines the number of completed interviews across the case study sites in each investment strand and phase of the research.

**Table 2.1: Phase 1 and Phase 2 completed interviews**

	Phase	Prisons Trialling New Approaches	CAS-1 AP National Investment	CAS-3 Temporary Accommodation Investment	Total
Staff and stakeholders	Phase 1	35	36	44	115
	Phase 2	30	31	37	98
Prisoners in Prisons Trialling New Approaches / people on probation in CAS-3 or AP Accommodation	Phase 1	17	18	13	48
	Phase 2	20	13	17	50
<b>Total</b>		<b>102</b>	<b>98</b>	<b>111</b>	<b>311</b>

<sup>13</sup> GSR Ethical Assurance for Social and Behavioural Research – GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>14</sup> The selected APs for case studies were all run by His Majesty's Prison and Probation Service (HMPPS).

## Surveys

The process evaluation methodology included a survey, designed and conducted by IFF Research, with staff involved in managing and/or delivering the activities funded by the investment package. The survey covered staff awareness of the investment, experiences of communications around the investment, experiences of partnership building and the perceived impacts on prisoners and people on probation such as those in CAS-3 accommodation or in APs.

Due to the coverage within the survey, specific groups of staff were targeted from each strand of the reducing reoffending package:

- Prisons Trialling New Approaches – Heads of Reducing Reoffending, Curriculum and Learning Progression Leads, Neurodiversity Support Managers, Employment Advisors, Housing Specialists, Drug Strategy Managers and Health and Justice Partnership Coordinators
- CAS-1 AP National Investment – Area Managers, AP Managers, Probation Service Officers and Residential Support Workers
- CAS-3 Temporary Accommodation Investment – Heads of Community Integration, Community Probation Practitioner, Homeless Prevention Team<sup>15</sup> Leads and Housing Specialists.

The evaluation also included surveys among prisoners in prisons that were trialling new approaches and people on probation in Approved Premises and CAS-3 temporary accommodation to further understand their experiences of the intended elements of interventions, and self-reported impacts. The surveys captured a broader coverage of experiences across a wide range of sites enabling quantitative analysis of experience and perceived outcomes by sub-group to gain a more representative picture.

Sheffield Hallam University led the survey with prisoners and people on probation. They developed three questionnaires (covering Approved Premises, CAS-3, and prisons that were trialling new approaches) that explored the experience of induction into their

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<sup>15</sup> As part of the government's response to the coronavirus (COVID-19) pandemic, the Ministry of Justice provided up to 56 nights' accommodation to individuals released from prison at risk of homelessness in England and Wales, to help individuals to move on to permanent accommodation through regional Homelessness Prevention Teams (HPTs) set up by His Majesty's Prison and Probation Service (HMPPS). The scheme operated in two phases, during lockdown arrangements in England and Wales.

prison/accommodation, perceptions of the support offered during their residence and for transition to future accommodation settings. Surveys were kept short, with clear wording and closed response options to ensure ease of use.

Surveys were anonymous and confidential. Limited demographic information relating to age, gender, and ethnicity were captured. Additionally, disability information was captured in the CAS-3 survey with people on probation and learning needs information was captured in the survey conducted among prisoners in Prisons Trialling New Approaches.

#### *Distribution of surveys*

The staff survey was developed as a predominantly online survey but it did include a follow-up telephone element to encourage completion. IFF sent out survey invitations to staff by email, followed by two reminders, before reverting to a telephone approach.

For the survey of prisoners/ people on probation, each survey site nominated a single point of contact (SPOC) who distributed the paper questionnaires to respondents, and collated completed questionnaires for return. Surveys were posted to 83 Approved Premises, 12 sites within the five CAS-3 regions and 16 Prisons Trialling New Approaches across England and Wales. Where the number of questionnaires allocated was below the number of people available to complete them, SPOCs were guided to prioritise those who were close to leaving (especially with prisoners) and/or who might be more likely to complete the survey. SPOCs were asked to explain to potential participants the purpose of the survey, their participation rights, and the value gained by their responses. SPOCs were also given guidance on supporting potential participants to complete the survey, making clear that response bias can be introduced through assisting participants to complete surveys, and how they might avoid this. Survey sites were given three weeks to carry out data collection and most sites achieved this well within this period. The number of completed surveys and response rates for each strand were as follows:

**Table 2.2: Completed surveys by strand and respondent group<sup>16</sup>**

	<b>Prisons Trialling New Approaches (n)</b>	<b>CAS-1 AP National Investment (n)</b>	<b>CAS-3 Temporary Accommodation Investment (n)</b>	<b>Total</b>
Staff	38	195	187	420
Prisoners in Prisons Trialling New Approaches / People on probation in CAS-3 or AP Accommodation	753	503	192	1,448

### Interpreting the data in this report

Throughout this report, the data are reported by investment strand and topic area, making it clear which findings are drawn from the surveys and which from the qualitative case studies. To note, throughout the report, the sum of some constructs in the tables and figures may add up to more than 100% due to rounding. Only statistically significant findings (at the 95% confidence interval) are referred to when discussing sub-group differences in the surveys. Qualitative case study evidence is not intended to imply prevalence but rather to illustrate the *range* of experiences implementing each investment strand. It should be noted that findings from this process evaluation may not be generalisable beyond the particular case study sites, prisons or regions explored in this research. Furthermore, while good sample sizes were achieved across both the qualitative and quantitative elements of the study, within the survey there were instances of small base sizes for some respondent groups, which therefore limited the level of subgroup analysis that could be conducted. Further details on the methodology and any such associated limitations are provided in [Appendix D](#).

<sup>16</sup> Additional information on the completion rates for the surveys across each of the strands can be found in [Appendix D: Detailed methodology](#).

## 3. Prisons Trialling New Approaches

### 3.1 Strand overview

This strand aims to enhance support within prison, and ‘through the gate’ by testing several new roles and initiatives designed to improve accommodation, employment, education, health and substance misuse outcomes in a variety of combinations across 16 prisons. The 16 prisons selected were a mix of male and female sites, security level categories, private and HMPPS-run establishments and rural and urban locations. The majority of the prisons focused on one of the following three themes: accommodation and employment, education or health and substance misuse. Each of the themes encompassed two new specialist roles. However, two prisons were involved in all themes and had up to six specialist roles. Each of the three themes had the following specialist roles:

- Accommodation and employment – Housing Specialist and Employment Advisor.
- Education – Curriculum and Learning Progression Lead and Neurodiversity Support Manager.
- Health and substance misuse – Health and Justice Partnership Coordinator and Drug Strategy Manager.

The roles of the specialists were predominantly strategic, they were focused on reviewing the support provision, reviewing existing strategies, building relationships with internal and external partner agencies, and developing new or improved support pathways for prisoners and/or people on probation. Only two of the specialist roles (Employment Advisor and Neurodiversity Support Manager) were specifically designed to have a prisoner-facing component to their role. The Employment Advisor role was predominantly prisoner-facing, whereas the Neurodiversity Support Manager role was divided between strategic and prisoner-facing elements. More detail on the specialist roles can be found in [Appendix C](#).

This chapter discusses the findings from the qualitative case study prison interviews, the survey with Heads of Reducing Reoffending and specialists, and the survey with prisoners. Table 3.1 outlines the types of individuals involved in each element of the research.

**Table 3.1: Overview of individuals in Prisons Trialling New Approaches involved in each element of the research**

	<b>Case studies Phase 1</b>	<b>Case studies Phase 2</b>	<b>Surveys</b>
Senior stakeholders from MoJ involved in the design and longer-term management and monitoring of investment activities.	Included	Included	Not included
Strategic prison-based staff, such as Governors and Heads of Reducing Reoffending (HoRR).	Included	Included	Included (HoRR only)
Specialists within prisons, who had been specifically recruited to work in the prisons that were trialling new approaches.	Included	Included	Included
Prisoner-facing staff, such as prison officers or workshop or education tutors.	Included	Included	Not included
Staff from partner agencies, such as local authorities, private housing providers or education providers.	Included	Included	Not included
Prisoners	Included	Included	Included

Case studies were selected to include a prison that was focused on each of the three themes, along with one prison covering all themes. The specialist interviewed during the two phases of case study prison fieldwork are outlined in Table 3.2.

**Table 3.2: Specialists interviewed during case study prison fieldwork**

<b>Case study Prison</b>	<b>Theme(s) covered</b>	<b>Phase 1</b>	<b>Phase 2</b>
1	Accommodation and employment	Housing Specialist and Employment Advisor	Housing Specialist (recently left post but still interviewed) and Employment Advisor
2	Education	Curriculum and Learning Progression Lead and Neurodiversity Support Manager	Curriculum and Learning Progression Lead and Neurodiversity Support Manager

Case study Prison	Theme(s) covered	Phase 1	Phase 2
3	Health and substance misuse	Health and Justice Partnership Coordinator and Drug Strategy Manager	Health and Justice Partnership Coordinator and Drug Strategy Manager
4	Accommodation and employment, Education, Health and substance misuse	Curriculum and Learning Progression Lead, Housing Specialist, Employment Advisor, Health and Justice Partnership Coordinator and Drug Strategy Manager	Curriculum and Learning Progression Lead, Health and Justice Partnership Coordinator and Drug Strategy Manager

## 3.2 Key findings and lessons learned

### What has gone well?

Strategic stakeholders, strategic prison-based staff and specialists in the qualitative case study prisons commonly felt that strong relationships had been built with key internal and external partners such as local authorities, potential employers, substances misuse services, education and mental health support providers. The evidence from the staff survey also supports this (see [Figure 3.3](#) later in the chapter for more details).

Specialists in the prison case studies generally felt their roles had been making a difference and some had perceived positive changes or outcomes for prisoners. In the qualitative interviews they discussed seeing changes in prisoner behaviour, engagement levels and proactivity. Some also mentioned that prisoners had taken part in employment interviews and been offered jobs on release. The data from the staff survey supports this as the majority of staff (84%) reported that since the investment funded activities were introduced, they felt prisoners had been better supported. Between 53 per cent and 82 per cent of the staff reported there had been at least a moderate impact on prisoners across each of the investment area measures (see [Figure 3.2](#) later in the chapter for more details).

Specialists mentioned that they had regular meetings and discussions with other specialists in corresponding roles at other prisons that were trialling new approaches



which they felt had worked well and were very useful. The meetings and communications were generally used to share ideas, best practice and trouble shoot to see if anyone else had experienced similar difficulties and could recommend best next steps.

“Overall, I think it’s been very good. It’s been nice to have regular team meetings with other [Prisons Trialling New Approaches] around the country around housing. It was nice to see that we’re all singing from the same hymn book and a lot of the problems and issues are around the country are the same issues that we have here. It was nice to throw a few ideas around, explore a few other avenues and identify which ones you know, as a team we thought would, you know, make an immediate difference.”

**Specialist, Case study prison interview**

### **What challenges have been experienced?**

Several key challenges around staffing, COVID-19, length of the investment, the prison regime, probation unification and the roles of specialists were raised during the qualitative case study prison interviews.

Staffing and resource constraints were raised as a key issue impacting the ability for staff to engage with the investment and run activities. Staff acknowledged that pre-existing resourcing constraints had been exacerbated by COVID-19 and this had put a lot of pressure on internal staffing within the estate and the resource of external partner agencies. These constraints had in some cases negatively impacted partnership working activities. For example, partner agencies such as local authorities had been unable to visit prisoners and conduct assessments at times due to COVID-19 restrictions. The COVID-19 restrictions also impacted the work of some of the specialists as they were at times unable to provide direct support to prisoners due to the health and safety restrictions in place.

“It’s all about making sure that we stay safe with COVID and to go and interview prisoners it’s quite challenging because most of them are locked up behind their doors and there’s no staff to get them out.”

**Specialist, Case study prison interview**

The challenges brought by COVID-19 were also evident in the survey findings (see section [‘To what extent has the approach to implementation and delivery addressed the needs of staff and partner agencies?’](#) for more details).

It was also noted by specialists and prisoners that there was high demand for support from specialists in roles with prisoner-facing components (Employment Advisor and Neurodiversity Support Manager) and it was not possible for one individual to meet this demand.

“For some people, having that person to speak to is really important. One person covering the prison is not enough though.”

**Prisoner, Case study prison interview**

There was a general consensus amongst all those interviewed that 12-months was not long enough for specialists to be recruited, vetted and make meaningful change. During the Phase 1 discussions, September – October 2021, several specialists had only started their role a matter of weeks earlier and one individual was yet to be recruited. These delays to recruitment and vetting meant that, rather than having a year in post, some specialists only had 6 to 9 months before the investment was due to end. At Phase 1 specialists’ contracts were dated until the end of March 2022, however, by Phase 2 it was confirmed that most contracts would be extended due to funding secured in the 2021 Spending Review.

“I think the key lesson learned would be around the length of the funding. Twelve months is not long enough – especially when that includes your recruitment time. That means half of your time is already lost on recruitment and vetting to be honest. In addition to that, if someone you take on is new to the prison environment then it is going to be very difficult for them to get to grips with it in such a short timeframe.”

**Senior Stakeholder, Case study prison interview**

Strategic stakeholders, strategic prison-based staff and specialists alike noted that the prison regime and culture of the environment adds an additional challenge at making any change at pace. Long-standing processes and conflicting views on how prisoners should be treated and supported, were difficult to challenge and address in a 6 to 9-month period for specialists.

“If we make some sort of change it’s not as though we can just sit in a room and say OK we’re going to have x amount of people out of their cells doing this, we have to speak to the unions, we have to get buy in from them, so there is a much larger piece of work to do.”

### **Strategic prison-based staff, Case study prison interview**

During Phase 1 of the case study prison interviews the remit of the specialist roles was mentioned as a key challenge. Some partner agencies in particular had raised this as a concern as they felt the new specialist roles were encroaching on their roles and responsibilities. Once the responsibilities of each party were discussed, these initial concerns were generally resolved in most cases. However, there was one instance where this did not appear to be addressed, and the partner agency (a prison education provider) still felt that the role of the Curriculum and Learning Progression Lead crossed over too heavily with the roles of the Curriculum Manager and Learning and Skills Manager.<sup>17</sup> The evidence from the staff survey also supports this, as difficulties around a lack of understanding the remit of each role / team was raised (see section [‘To what extent has the approach to implementation and delivery addressed the needs of staff and partner agencies?’](#) for more details).

In Phase 1 of the case study prison interviews, probation unification<sup>18</sup> was mentioned as a particular challenge for the Housing Specialists as the changes taking place in probation caused some confusion around roles and responsibilities. However, an individual from a partner agency felt that the project had helped to rectify some of the issues created by probation unification. They felt that probation unification had created gaps in responsibilities and the investment had helped to ‘plug some of the gaps’.

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<sup>17</sup> MoJ/HMPPS have taken on board some initial findings from the evaluation and have refined the role moving forward. MoJ/HMPPS are now testing a new Head of Education, Skills and Work role in 17 sites. They will be responsible for strategic oversight and delivery of all Employment, Skills and Work (ESW) activity within a prison.

<sup>18</sup> Probation moved to a new unified model (the Probation Service), on 26th June 2021 following the end of CRC contracts <https://www.gov.uk/guidance/strengthening-probation-building-confidence>

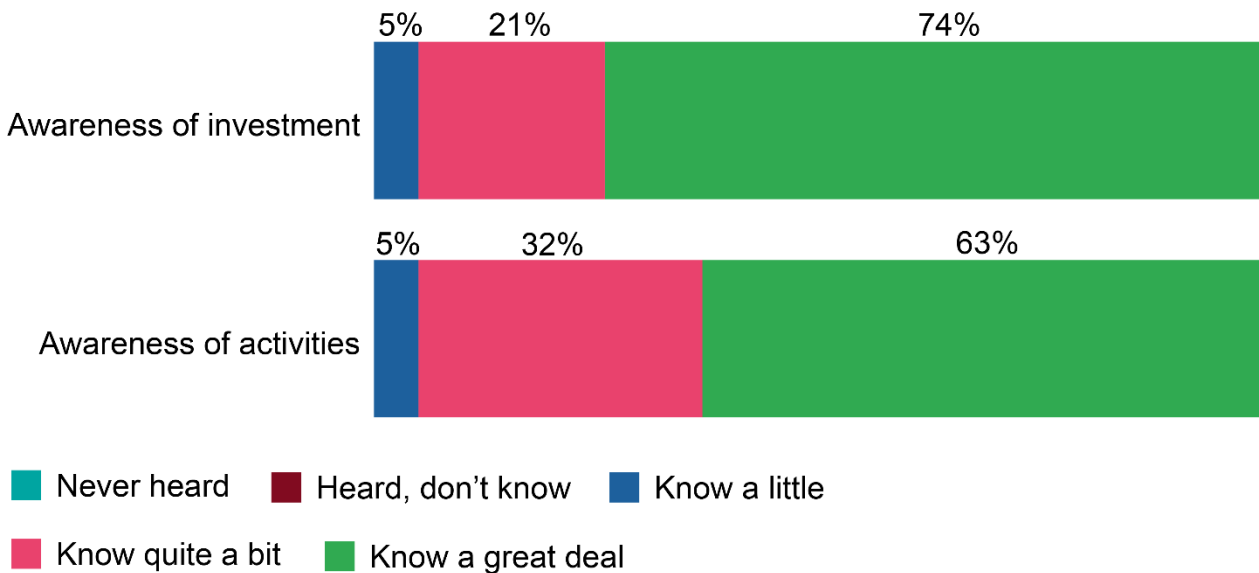
“With the reunification and changes in terms of who looks after who based on risk there were definitely gaps. I think this is a nice project because it has helped take a hold of some of the issues created by that and helped to plug some of the gaps.”

**Housing-focused partner agency, Case study prison interview**

### 3.3 To what extent has awareness, understanding and buy-in been achieved?

Nearly all of the staff surveyed (95%) were aware of the overall investment. The remaining 5 per cent reported they knew a little about the investment and none stated that they had never heard of the investment or had heard of it but didn't know anything about it. Staff also felt informed about the activities as just over three quarters (76%) stated they felt 'fairly' or 'very' informed about the activities within the investment. However, there were some knowledge gaps with one in five (21%) reporting that they were 'fairly' or 'very' uninformed about the activities within the investment.

**Figure 3.1: Awareness of investment and activities**



**Source:** Staff Survey. **Base:** staff in prisons trialling new approaches (38).

Awareness was high amongst senior stakeholders, strategic site-based staff, specialists and support providers (involved in the project) in the qualitative case study prison interviews. However, awareness amongst prisoner-facing staff was mixed. Those that had been working directly on the project or worked closely with others who had been involved

were more commonly aware of the investment. Awareness amongst prisoners was also mixed and ranged from those with little to no awareness of the investment to those with high awareness as they had been heavily involved in the project by taking part in the activities on offer or working closely with one of the specialists with a prisoner-facing element to their role. Although, it is important to note that most of the specialist roles were strategic in nature and focused on improving pathways to support, rather than improving direct support for prisoners. Therefore, it is understandable and to be expected that prisoners may have more limited awareness of the investment activities.

“I found out through the various stuff that was going on. There was a job fair a few weeks ago which involved businesses coming in to talk about the jobs they had available. There are also job boards and posters dotted around. Yeah, a lot of people know about the specialist and the support they have been offering. They are always on the wings checking in with people and trying to help people.”

**Prisoner, Case study prison interview**

Staff commonly heard about the investment and activities through a range of channels, but the most common ways were management/ team meetings (61%), central communication from HMPPS/ MoJ HQ (55%), and word of mouth from colleagues (50%). The majority of staff surveyed felt the communications around the investment from senior leaders and HMPPS/ MoJ Head Quarters (HQ) had been effective, with around three quarters stating the communications had been effective from both groups (76% senior leaders; 74% HMPPS/ MoJ HQ). Only 13 per cent reported communications were fairly or very ineffective from senior leaders and HMPPS/ MoJ HQ. There appeared to be more mixed feedback on the communications during the qualitative case study prison interviews. Some mentioned receiving a regular newsletter which provided updates on the project, however, others felt they had received very limited communications from HMPPS/ MoJ HQ about the project and they would have appreciated more communications.

“It’s nice to see what’s happening across the wider project.”

**Specialist, Case study prison interview**

The qualitative case study prison interviews found that while buy-in had been achieved at a strategic level, there was more limited buy-in at an operational level, in particular with

prisoner-facing staff. Strategic prison-based staff and specialists outlined some key challenges which they felt had impacted buy-in from prisoner-facing staff.

- General resource constraints which impacted prisoner-facing staff's capacity to support new approaches. There was a feeling that COVID-19 had contributed to this, but constraints had already existed prior to the pandemic. A specialist noted that COVID-19 had impacted staff's ability to take part in training, so planned hour-long sessions were reduced to quick 5-minute briefings.
- The culture within prisons was regarded as a challenge, as some prisoner-facing staff were felt to have strong and longstanding opinions about communication approaches and support for prisoners. There was a perception that new approaches could be seen by some staff to be too 'soft' on prisoners.

However, there was evidence from the prison case studies that some prisoner-facing staff were in fact very supportive of the approach and felt it was important for projects of this nature to be put in place.

"Why else are we here? We're here to turn people's lives around. We're here to send them out reformed characters, and if they don't get the help here, then they're not going to be reformed when they leave here."

**Prisoner-facing staff, Case study prison interview**

### **3.4 What has been implemented and delivered?**

There was some variation in the activities that had been implemented and delivered during the 12-month period. The level of activity that had taken place within case study prisons was predominantly impacted by when the specialists had started their role and how long they had stayed in post. Some individuals had only just started their role at the point of Phase 1 case study prison fieldwork (September and October 2021) and one individual was still being recruited. By the time of the Phase 2 fieldwork (February to April 2022) two specialists had left their role after a short period and not been replaced. These elements impacted the progress that had been made in some of the case study prisons.

#### **Health and substance misuse**

A number of activities had been implemented and delivered within the two case study prisons with health and substance misuse specialists (Health and Justice Partnership

Coordinator and Drug Strategy Manager). The Drug Strategy in both case studies had been finalised and shared across the estate. In one case study prison an ‘accessible bite size version’ over one page had also been written, so all staff could easily access, digest and apply the information. In the other case study prison, a poster had been developed to help staff understand where they fit into the drug strategy.

“One of the biggest things that I have achieved from my own point of view is the relationship building between ourselves, our substance misuse team within [REDACTED] and the substances misuse services which are in [the wider area]... prior to me coming to this role... there was no relationship between the prison and the substance misuse team.”

**Specialist, Case study prison interview**

“The posters are most useful as they signpost people – ‘what is my role in the drug strategy? As an officer, my role is A, B, C’ that has been useful.”

**Strategic prison-based staff, Case study prison interview**

Both case studies had also focused on building strong relationships with internal and external substance misuse services, so these services could work more closely together. Substance misuse officers had also been put in place in both case studies to provide extra direct support for prisoners and to signpost them to appropriate support.

One case study prison also had the following activities underway or planned for the near future:

- The Health and Wellbeing Strategy was live. There were nine different elements to the strategy, and they planned to launch several wellbeing initiatives over the next three years. Two initiatives to improve wellbeing had launched – the ‘Five ways to wellbeing initiative’ and the ‘let’s get moving initiative’.
- Building relationships with GPs in the community, the longer-term aim was to have all men registered with a GP before their release and for service users on probation to be able to attend drop-in centres where they see their Probation Officer and health professionals in one visit.

The other case study prison had the following activities planned or underway:

- They had reviewed the under the influence policy and produced flash cards (small, laminated cards) for all staff, which outline how to safely work with prisoners under the influence. Staff have been provided with training on the ‘under the influence’ policy.
- Drugs entry level training with the Royal College of GPs had been put in place for substance misuse officers.
- Some activities for prisoners had also been put in place or were being developed – a recovery garden, music project, recovery library and pet-based therapy.

## **Education**

For the education case study prisons, significantly more activities had been implemented and delivered within one case study prison, as both specialists (Curriculum and Learning Progression Lead and Neurodiversity Support Manager) were still in their roles when Phase 2 fieldwork was conducted. Unfortunately, in the other case study prison one individual was covering both education roles, as one of the specialists had left after a short time in post.

The case study prison that had undertaken more activities had made progress in the following areas:

- They had conducted a needs assessment to understand the current offer and what education, skills and work activities would be most beneficial for them to focus on in the future. The delivery plan for the current year was already in place but the assessment has influenced the curriculum delivery plan from April 2022.

“Completely rebuilt the curriculum for next year, as when I arrived the annual delivery had already been agreed.”

### **Specialist, Case study prison interview**

- They had put new non-accredited courses and clubs in place, for example a philosophy course, needlework course, horticulture and book club.
- They were setting up a higher education course using distance learning.



- They had revised the induction process by adding questions around neurodiversity needs to the induction questionnaire and training prisoners to help identify neurodiversity needs.
- They had discussed data sharing with education support providers and agreed an approach for sharing the data. They agreed that the specialist would ask for consent from the prisoner directly and then the support providers would pass on the requested information.
- The Neurodiversity Support Manager had been working closely with prisoners with complex needs.

The following activities were undertaken or underway in the case study prison with one individual covering both specialist roles:

- an evaluation/ review of education, skills and work activities, and
- introduction screenings for all new prisoners to identify neurodiversity needs, leading to a register of prisoners with additional needs.

### **Accommodation and employment**

The Housing Specialists in both case studies had left their posts when Phase 2 fieldwork was conducted. Their contracts had ended, and they had returned to roles they had been seconded from in the National Probation Service. However, an interview with one of the Housing Specialists proceeded and details of the work undertaken by the other specialist was captured via strategic prison-based staff at that case study prison.

Both specialists had focused on building strong relationships with local authorities to improve assessment and referral processes for people on probation at risk of homelessness. In both cases local authorities were now coming into the prison to conduct pre-release prisoner assessments.

In the case study prison where the specialist was interviewed, they mentioned that they had also focused on building strong relationships with private landlords, however, some difficulties had been experienced as private landlords had reservations about offering properties to ex-offenders. As a solution the specialist had started developing a referencing tool for private landlords to try and allay some of these concerns. This was still in the development stage at the point they left post.

Strategic prison-based staff at the site where an interview with the specialist was not possible, explained that a training tool had been created for staff and prisoners to help them understand the accommodation pathway from reception to discharge.

“We have introduced a training tool allowing staff and prisoners and senior managers to understand the accommodation pathways from coming on first reception to discharge ... it offers a better understanding of how accommodation is approved.”

**Strategic prison-based staff, Case study prison interview**

Monthly resettlement meetings have been put in place with partner agencies, so every prisoner is seen at 12 weeks, 6 weeks and 2 weeks prior to release.

In regard to the work of Employment Advisors, there was some variation in the number of employment related activities that had been implemented and delivered within the case studies. This was predominantly due to one of the specialists leaving their role shortly after starting. Both case studies discussed setting up ‘employment’ or ‘resettlement’ hubs, however, these were both in their infancy and not fully operational at the point of Phase 2 fieldwork. The ‘resettlement’ hub intends to be a centre for prisoners to apply for jobs online and undertake interviews, alongside accessing a range of other resettlement related services such as housing assessments, whereas the ‘employment’ hub is focused on employment and intended to be run directly by the specialist.

The following activities had been undertaken in the case study prison with the specialist still in post:

- two careers fairs, one in construction and one in catering and hospitality
- where possible the specialist offering one-to-one support for prisoners
- employment focused peer mentors whose role was to talk to new prisoners about their qualifications, experience and employment history, collate that information in a questionnaire and pass it on to the specialist.
- weekly meetings for partners in housing and employment to share information and work more closely together. However, key individuals were frequently not attending the joint meeting, so the specialist decided it was best to revert back to separate meetings with housing and employment colleagues.

It was more difficult to establish the activities that had been undertaken within the case study prison where the specialist had left post. However, an employment advisory board had been set-up and was attended by a local MP, Chamber of Commerce, local employers, and a prisoner. A strategic prison-based member of staff felt the site already had a strong employment offer and therefore did not feel they had been at a disadvantage from the specialist leaving.

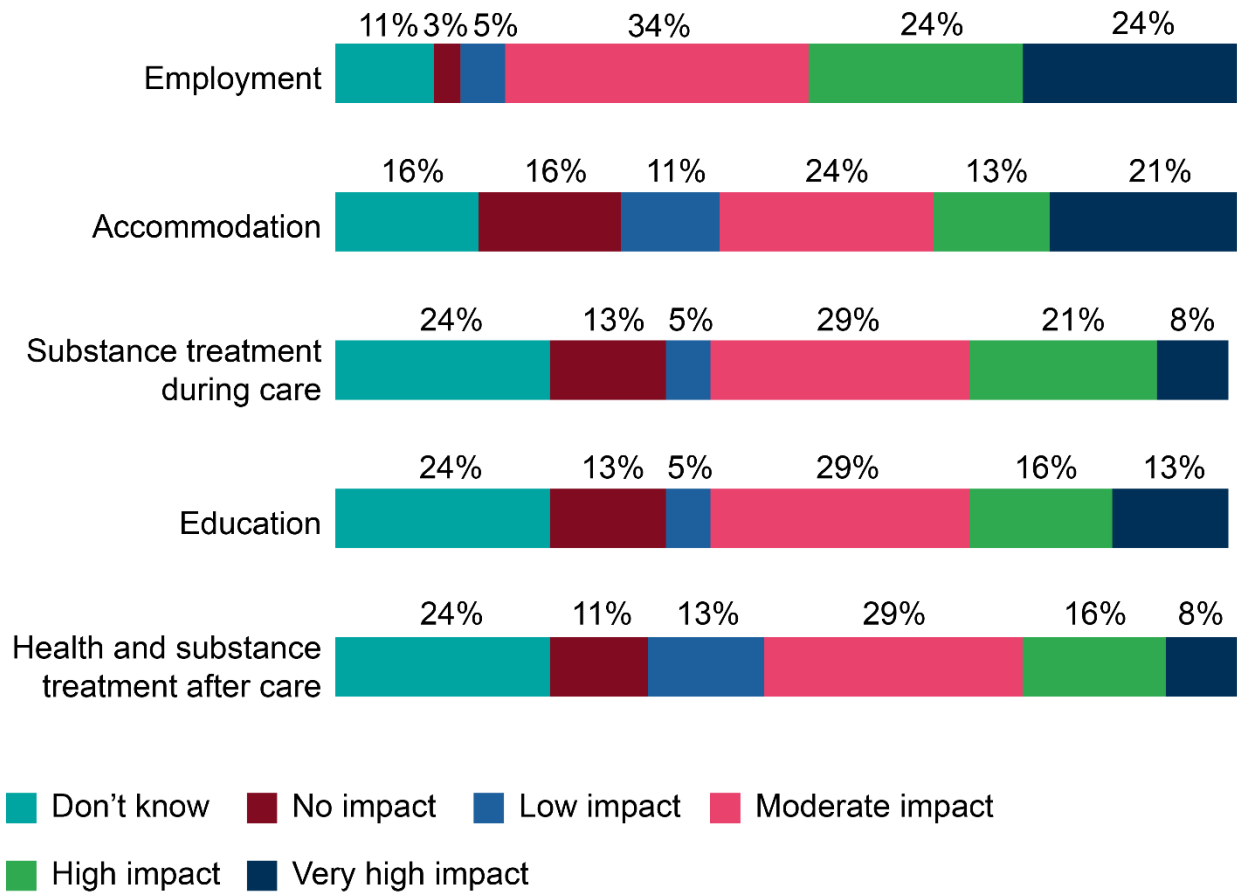
**To what extent has the approach to implementation and delivery addressed prisoner needs?**

The staff survey findings show that most staff in Prisons Trialling New Approaches (84%) felt that since the investment funded activities were introduced, prisoners had been better supported. Of those, two in five (39%) 'strongly agreed' and just over two in five (45%) 'agreed' prisoners had been supported. None of the staff surveyed reported that the investment had not supported prisoners. A minority of staff (16%) stated that they neither 'agree nor disagree' that prisoners have been better supported.

Half or more of the staff reported they felt there had been at least a moderate impact on prisoners across all of the investment areas. The greatest perceived impact was reported for employment support. Four in five (82%) prison staff felt there had been a moderate to very high impact on prisoners in terms of preparing for and finding suitable employment as a result of the funded activities. Just under three in five (58%) prison staff reported a moderate to very high impact for accommodation support, education support and substance treatment during care. While just over half (53%) reported a moderate to very high impact on prisoner health and substance misuse treatment after leaving prison.

It is worth noting that around a quarter of staff felt there was low impact or no impact in accommodation support (27%) and health and substance misuse treatment after leaving prison (24%). One in five (18%) also felt there was a low or no impact on education support and substance treatment during care in prison. However, it is important to note that 14 of the 16 prisons had specialist roles in a particular theme and therefore it may not be surprising that they may have reported low or no impact in themes which were not focused on in their establishment.

**Figure 3.2: Staff perceived impact of funded activities on prisoners**



**Source:** Staff Survey. **Base:** staff in prisons trialling new approaches (38).

Specialists, strategic prison-based staff and senior stakeholders felt that health and substance misuse activities to build stronger pathways from prison into the community had been successful but the evidence from outcomes would be seen in time. The awareness-raising around the drug strategy was also felt to be a success. The work around upskilling staff and putting substance misuse officers in place was providing more direct support for prisoners and ensuring that appropriate referrals were taking place.

When it came to the impact of the education activities specialists, strategic prison-based staff and a senior stakeholder felt they had seen some positive impacts from the reader pens, the ability of the prisons to identify neurodiversity needs, the impact of one-to-one support from the Neurodiversity Support Manager and the non-accredited courses now on offer.

Prisoners from one of the qualitative case study prisons also supported this perspective. Prisoners equally discussed the positive impact of working directly with the Neurodiversity lead, taking part in non-accredited courses or activities, the impact of easy reader pens and they also mentioned 'distraction packs' which had been provided to prisoners.

"I do a lot of one-to-one work with [REDACTED] to help me control my anger, emotions, and how to get myself ready for release... I have been in prison since I was 13 and a lot of that has been me in segregation, but the last 7 months of me working with the specialist has kept me out of a lot of trouble to be honest with you."

**Prisoner, Case study prison interview**

"Since being in prison education hasn't really been a thing for me. So, it has helped me get back into education really. It's given me an appetite for it. Before, I didn't really care. The group is really good. People all want to be there. It is a good environment. Our discussions go on for the whole week. It doesn't end in the classroom. It has taught me to be less abrupt and to be able to explain my views better... It stops me being aggressive and being treated like a child, that makes me lose my temper. It is calming and soothing and it gives me something to look forward to. Tuesdays is my philosophy day. It gives me purpose."

**Prisoner, Case study prison interview**

Senior stakeholders felt that housing was being given a higher profile by the work of the project and more meaningful engagement with prisoners, pre-release, was now taking place.

"People are looking and thinking about it a bit more, and that means there's a lot more meaningful engagement with prisoners going ahead. So, in theory, there should be better outcomes coming along. More people should be able to enter accommodation, and they should be better equipped to keep hold of it once they've got it."

**Senior stakeholder, Case study prison interview**

Strategic prison-based staff also discussed the positive benefits of building stronger relationships with local authorities, which meant prisoners were being better supported to find accommodation pre-release and keep that accommodation once released.

Some positive impacts around employment activities were also outlined by specialists and strategic prison-based staff. They mentioned that prisoners had taken part in interviews, and some had been offered jobs. They also felt that the following had been successful; careers events, one-to-one support from the employment specialist and relationship building with local employers. Prisoners from one of the case study prisons also supported this perspective as they spoke positively about the career days and the one-to-one support from the specialist. They also described a general feeling of 'hope' which they felt they had been given from the activities on offer.

“There are lots and lots of people going on courses because of the specialist. The support they give is massive... I know of people who have got out and got interviews, gone on courses, got jobs – all of that is down to the work that the specialist is doing. Without [REDACTED] there is not a lot of help.”

**Prisoner, Case study prison interview**

“It is so important to give people hope and I think this project has helped give some people hope that they will be able to get a job.”

**Prisoner, Case study prison interview**

It is important to note that in two case study prisons, prisoners lacked awareness of any investment activities and struggled to recall if there had been any change around support in Phase 2 of the case study prison interviews. However, it must be noted that these two prisons did not have any of the prisoner-facing roles at Phase 2 of the case study research. In one case study prison, an individual was covering both roles, one of which had a prisoner facing element but due to the volume of work across the two roles the individual had focused more on the strategic side rather than conducting work directly with prisoners. Therefore, it is not surprising that prisoners struggled to recall the activities as a lot of the activities undertaken by the specialists were at a strategic level and focused on partnership working or improving pathways to support, rather than amendments to the support offer itself.

## **Findings from the prisoners' survey**

### *Assessment*

Survey participants (prisoners) were asked about the range of initial assessments that they had undertaken in prisons that were trialling new approaches. The survey asked about assessments in relation to understanding prisoners' needs around work, education, finding accommodation post-release, and help with substance use, however it is possible that if/when conducted with prisoners that they were not described as an 'assessment' and therefore prisoners may not have answered this question based on their actual experiences.

The results revealed prisoners recalled taking part in an average of two initial assessments (mean = 2.03, range 0–5), whilst in prison, most commonly for education (59%) or support for substance misuse whilst in prison (57%). Around a third had initial assessments related to finding a job (32%), accommodation (34%), and support for substance misuse post-release (37%).

Analysis found that in Prisons Trialling New Approaches with multiple specialists across the themes of Accommodation and Employment, Education, and Health and Substance Misuse, prisoners tended to report having done more assessments. Having a specialist in post appeared to be linked with the uptake of initial assessments in the specialists corresponding area, for example having an Employment Advisor increased the likelihood of prisoners undertaking an employment assessment or meetings related to finding employment upon release (increase from 23% to 39%), Housing Specialists increased the likelihood of prisoners undertaking a housing assessment (increase from 26% to 40%) and specialists in Health and Substance Misuse increased the likelihood of prisoners undertaking assessments related to getting help for drug or alcohol use whilst in prison (increase from 47% to 68%), and post-release (increase from 31% to 44%). This pattern was not seen across the two education specialist roles. However, the question included in the survey was quite broad and focused on meetings or assessments around 'taking up education/ training', so it is possible that prisoners did not link this to neurodiversity assessments or needs that have been discussed with a Neurodiversity Support Manager. From the case study prison interviews there was evidence that the one-to-one support

focused on individuals understanding their conditions and managing their own behaviour before they could consider taking part in education or training.

Several factors affected the likelihood of having an assessment. Those who reported they were employed prior to being in prison were significantly less likely to have undertaken initial assessments related to Health and Substance Misuse, Accommodation and Education, than for Employment. This may reflect that these prisoners feel that they already have the necessary skills/means to live independently post release if they are able to gain employment. Unsurprisingly, prisoners who stated they 'don't want help' or 'don't know' if they want help, were significantly less likely to have any form of initial assessment. There were no differences in having an initial assessment across age, ethnicity, prior education/training or for those who have additional learning needs.

### *Employment*

Prisoners' views on the availability of help within areas an Employment Advisor may have had some influence in were explored, such as finding suitable job opportunities in the community or getting help with job applications. Less than a fifth of prisoners reported receiving support for finding job opportunities (18%) and writing job applications (18%), with those being closer to release not being any more likely to report having accessed the support available. Overall, take-up of employment support across prisons was low. Although, having the Employment Advisor role in a prison increased the number of prisoners who reported getting support to find job opportunities (increase from 14% to 21%) but did not affect the number getting support with job applications (even for those closer to release), or the perception of how available employment support was.

Prisoners were asked whether their experience in prison would help them find employment on release. Prisoners in prisons with Employment Advisors were significantly more likely to feel that their prison experience would help them find employment on release (from 36–37% to 43–51% perceived likelihood of finding employment post release).

### *Accommodation*

On average, around 11 per cent of prisoners across all Prisons Trialling New Approaches reported having received support related to housing. Compared to the other themes and



specialist roles, the survey indicated fewer perceived impacts around the Housing Specialist role. However, it is important to note that the Housing Specialist role was strategic and focused on identifying barriers or gaps in service delivery to strengthen the prison leaver accommodation pathway. The role did not include any direct work with prisoners. Further detail on the role can be found in [Appendix C](#). Prisoners in sites with Housing Specialists were no more likely to have used housing support sessions compared to prisoners in sites without Housing Specialists. Few prisoners in prisons with Housing Specialists reported using this support (between 9–13%) with many prisoners (between 26–39%) reporting that they were not aware that support was available. Further, prisoners in prisons with Housing Specialists did not report feeling more likely to find stable housing once released from prison. These findings suggest that the support offer in all prisons is not meeting current need, perhaps because housing is an issue that is not focused upon until much closer to release. However, there was no relationship between how close a prisoner was to release and whether they reported wanting housing help. It is possible therefore that either the offer is not visible enough to those who might need it, or that they do not recognise that they need this support. Although, we must be mindful that probation unification<sup>19</sup> and the difficulties within the housing market may also have had an impact on the accommodation support offer across the prison estate.

### *Health and Substance Misuse*

Prisoners were asked for their views on the support available to them in regard to health and substance misuse. A third of prisoners reported accessing health support across all prisons with the most frequently accessed support in this area being for substance misuse in prison (34%). Fewer prisoners reported accessing substance misuse support for post-release (29%), which is expected where prisoners may be some time away from being released.

Having specialists within the Health and Substance Misuse theme in a prison did increase the proportion of people getting support for substance misuse whilst in that prison (increase from 25% to 44%), and support for post-release (increase from 18% to 32%). However, having specialists in this theme did not increase the prisoner's perception of visibility of health and substance misuse support on offer. Further, the number of people

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<sup>19</sup> <https://www.gov.uk/guidance/strengthening-probation-building-confidence>

on probation who had used wellbeing or mental/physical health support, did not differ between prisons that had health and substance misuse specialists and prisons without these specialist roles. However, individuals at such prisons were significantly more likely to state that their prison experience will help them access treatment for substance misuse whilst in prison and post-release. These findings suggest that the specialist's input is making some difference to substance misuse support in those prisons where specialists are in place but currently, has limited impact in terms of improving access to support for wider health and wellbeing.

### *Education*

Prisoners were asked about the help that is available for education and training. Across all sites, prisoners stated that they had received class-based learning (31%), more than other types of education and training input. Many prisoners noted that they would like help accessing both in-cell learning (34%) and practical workshops (37%), but that they felt that this was not available to them.

Having the two education specialist roles in the prison increased the likelihood of undertaking in-cell learning (increase from 19% to 30%). Further the number of prisoners reporting they could not access in-cell learning was higher in prisons without these specialist roles (37%).

### *Multiple themes within a prison*

Two Prisons Trialling New Approaches had specialists across all themes: Accommodation and Employment, Education, and Health and Substance Misuse. In these sites, uptake of support was higher compared to prisons where there were fewer specialist roles in place. The use of support in such prisons was greater for Substance Misuse in-prison and post-release support, Job Opportunities support, Job Applications support, In-Cell learning support, and was also comparatively high for Practical Workshops support.

**Table 3.3: Percentage of prisoners who have used support across Prisons Trialling New Approaches**

Type of support	Prisons with Specialists across all themes	Prisons with Accommodation & Employment Specialists	Prisons with Health and Substance Misuse Specialists	Prisons with Education Specialists
Health – In Prison Substance Misuse support*	72%	47%	65%	50%
Health – Post release Substance Misuse support*	76%	37%	45%	42%
Health – Wellbeing Activities	41%	36%	42%	48%
Health – Community based treatment for mental or physical health	32%	28%	40%	30%
Work – Find Job Opportunities*	36%	23%	23%	12%
Work – Job Applications*	40%	25%	23%	22%
Housing – How to be a good tenant	24%	24%	16%	21%
Housing – Understanding rights and responsibilities	22%	21%	19%	20%
Housing – Council housing assessment	24%	17%	15%	22%
Education – Class based qualifications (e.g. reading and counting)	56%	45%	46%	50%
Education – In-Cell Learning*	56%	26%	31%	32%
Education – Practical Workshops*	32%	19%	33%	20%
Education – Learning needs support	27%	24%	30%	31%

**Source:** SHU survey of prisoners and people on probation. **Base:** All prisoners except those selecting they do not want help. (Prisons with Specialists across all themes n=90; Prisons with Accommodation & Employment Specialists n=205; Prisons with Health and Substance Misuse Specialists n=139; Prisons with Education Specialists n=67)

\*Differences in responses significant at p < .05 level.

Taken together, these findings suggest that cross-over effects could potentially occur where multiple themes are in place in one prison, but it is not possible to determine this for certain because the research was conducted at one point in time rather than based on a 'before and after' assessment. Therefore, we are unable to say if use of support increased after specialists were in place or was already higher in those prisons which were trialling multiple themes within a prison.

No differences were seen in the use of support across age, ethnicity, prior education / training or for those who have additional learning needs.

#### *Supporting future outcomes*

The survey also explored prisoners' perceptions of their experience in prison and their outlook for the future. Most prisoners did feel that their experience in prison improved their outlook for the future. Where prisons had specialists in Health and Substance Misuse, prisoners felt an increased likelihood (from 34–37% to 48–57%) of accessing substance misuse support in future whilst in prison and post-release (from 36–40% to 47–52%). Where prisons had Employment Advisors, there was an increased perception (from 36–37% to 43–51%) of the likelihood of finding employment post release.

In prisons where multiple themes were in place, prisoners were significantly more likely to perceive that they would access Health and Substance Misuse and Education support in the future and more confident that they would gain employment, than where there were fewer specialist roles.

No differences were seen in future expectations across age, ethnicity, prior education/training or for those who have learning needs.

#### **To what extent has the approach to implementation and delivery addressed the needs of staff and partner agencies?**

The majority of staff surveyed (84%) stated that they had experienced at least one benefit from the activities within the investment, in carrying out their role. Numerous benefits were reported by staff, the top five were:

- improved staff awareness and collaboration across teams (42%)
- empowered strategic lead / subject champions in key focus areas (21%)
- enabled effective teamwork (21%)

- staff gained new knowledge (16%)
- enabled staff to learn from others and try new initiatives (13%).

“The support from counterparts working in other prisons has enabled me to learn new ways of working and best practice to try to build into our own environment. It has allowed me to be creative with ideas and work in partnership with other areas within the prison to review the current processes we have in place and begin to make amendments/implement new ideas within the prison.”

**Specialist, Staff survey**

“I don't have to spend time on looking for ways to personally improve accommodation outcomes and there is a specialist who can do this important work and I am there to enable this or help overcome any barriers.”

**Strategic prison-based staff, Staff survey**

Three quarters (76%) of the staff surveyed also reported that they had personally experienced at least one challenge with the investment activities. The top three challenges outlined by staff were:

- poor communication and collaboration between various teams (26%)
- impact of COVID-19 related issues (24%)
- lack of understanding of the remit of each role / team (24%).

An important element of the investment approach was the building of internal and external partnerships around the core areas to reduce reoffending: employment, accommodation, health and substance misuse and education. The staff surveyed felt that internal partnership working (within the prison) and external partnership working (with external partner agencies) had improved to some extent across all areas in the previous six to nine months (see [Figure 3.3](#)).

The majority of staff felt partnership working around employment had improved with both external (79%) and internal (68%) partnerships.

While over half felt accommodation partnership working had improved (61% internal partnership working; 55% external partnership working), a minority of staff felt internal and external partnership working around accommodation had got worse (16% internal

partnership working; 13% external partnership working). However, it is important to note that there were other external factors such as probation unification<sup>20</sup> which may also have impacted staff perceptions and feelings towards partnership working around accommodation.

The staff survey results found that, the investment activity was less effective in building partnership working around:

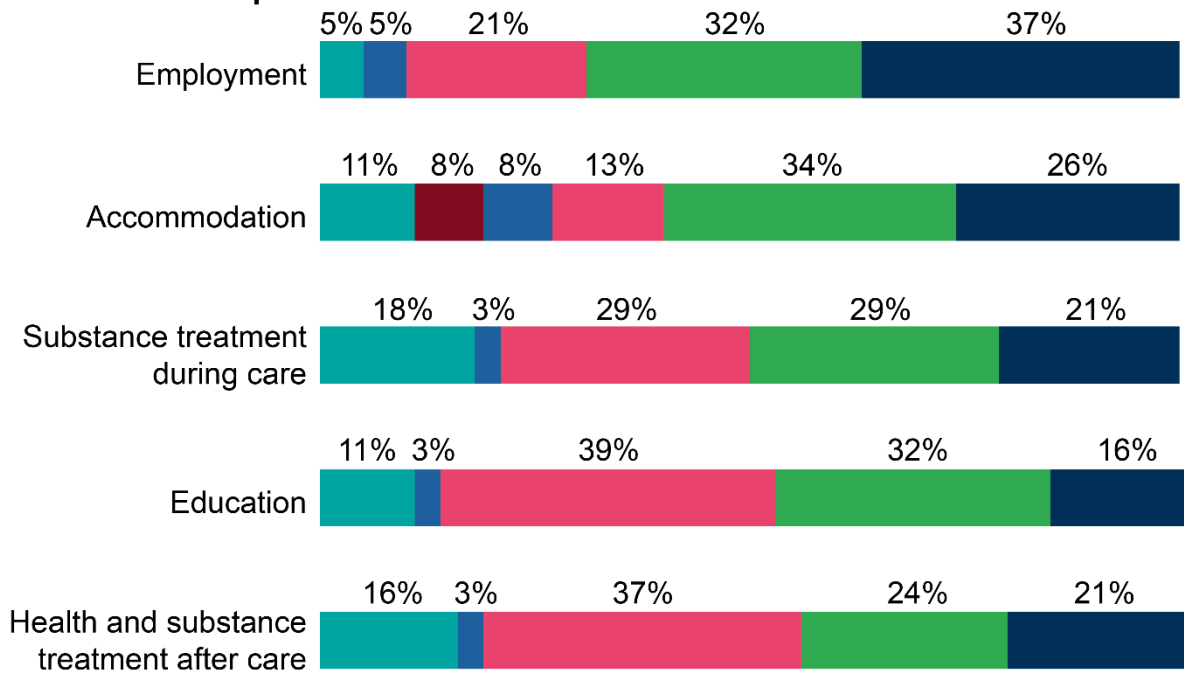
- supporting prisoners to engage with / access education (42% said internal partnership working 'stayed the same' or got 'slightly' worse and 37% said external partnership working 'stayed the same') and
- supporting prisoners to address their health and substance misuse needs after leaving prison (40% said internal partnership working and 37% said external partnership working 'stayed the same' or got 'slightly' worse).

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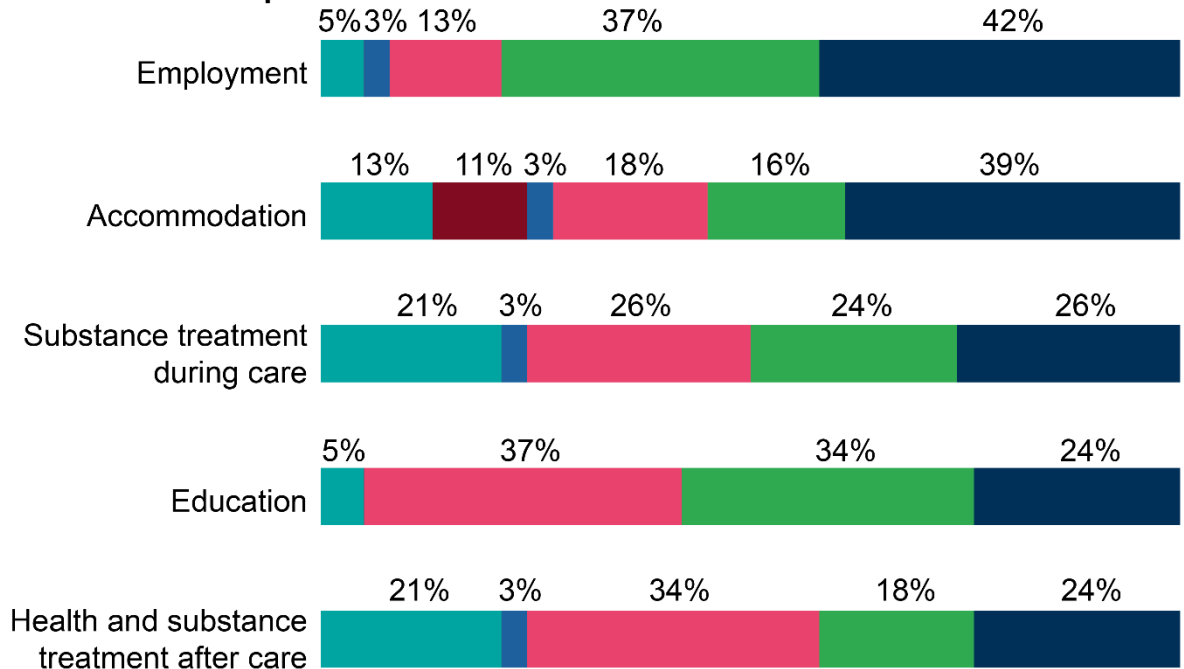
<sup>20</sup> <https://www.gov.uk/guidance/strengthening-probation-building-confidence>

**Figure 3.3: Perceived impact on internal and external partnership working**

**Internal Partnerships**



**External Partnerships**



■ Don't know  
 ■ Much worse  
 ■ Slightly worse  
 ■ Stayed the same  
■ Slightly better  
 ■ Much better

**Source:** Staff Survey. **Base:** staff in prisons trialling new approaches (38).

## 4. CAS-1 Approved Premises National Investment

### 4.1 Strand overview

The CAS-1 Approved Premises (AP) National Investment strand aimed to improve public protection and rehabilitation within APs through six broad areas of work:

- **Workforce professionalisation** improving the training offer to staff through mandatory and optional training and delivering a new, standardised (across England and Wales) induction programme for new starters. Alongside this but not part of this investment package, residential support workers in APs were re-banded from Band 2 to Band 3 during the period covered by the evaluation.
- **Improvements to the physical environment** of APs through **maintenance work** and purchasing new **soft furnishings**. Alongside this but not part of the investment, there were expansion projects to increase capacity of the AP estate and ongoing maintenance work that was not funded by the investment.
- **Central Referral Unit** project to develop a new referral model that covers processes, eligibility and consistency around decision-making determining who is suitable for placement at an AP, and the exploration of digital solutions to deliver these functions.
- **Drugs Strategy** pilot, which involved the development of a new Drugs Strategy across the estate and trialling a new drug testing regime in the Midlands with a view to improve accuracy and efficiency.
- **Increased funding to develop and roll out purposeful activity** for people in APs linked to rehabilitation of people on probation.<sup>21</sup>

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<sup>21</sup> Purposeful activity is intended to help with reducing re-offending and reintegration into society. Purposeful activities range from offending behaviour work through to life skills and seeking employment. They are aimed at providing people on probation with an understanding and practical experience of the basic life skills needed to live independently.



- **A new divisional equalities’ strategy** to promote inclusivity in APs, including recruitment of Equalities Managers, Wellbeing Officers and people in APs as part of the representatives’ initiative.

This chapter discusses the findings from the AP case study site interviews and surveys.

Table 4.1 outlines the types of individuals involved in each element:

**Table 4.1: Overview of CAS-1 individuals involved in each element of the research**

	<b>Case studies Phase 1</b>	<b>Case studies Phase 2</b>	<b>Surveys</b>
<b>Strategic stakeholders</b> from MoJ/HMPPS who were involved in design and longer-term management and monitoring of investment activities	Included	Included	Not included
<b>Strategic area-based staff</b> who oversee multiple APs, such as Heads of Public Protection and Area Managers	Included	Included	Included (Area Managers only)
<b>Site Managers</b> who manage an AP and are based on-site	Included	Included	Included
<b>Probation Service Officers and Residential Support Workers</b> who are based on-site and work directly with people in APs	Included	Included	Included
<b>Support Service Providers</b> who are not based on site but provide support services to people in APs	Included	Included	Not included
<b>Broader staff involved in training opportunities</b> , such as Senior Admin Officer/Finance Officer, Case Admin and/or Diary Managers	Not included	Included	Not included
<b>People on probation living in the case study sites (APs)</b>	Included	Included	Included

## 4.2 Key findings and lessons learned

### What has gone well?

Lack of buy-in by on-site staff was identified as a key challenge in Phase 1 of qualitative fieldwork, but by Phase 2 attitudes towards the investment and/or its activities were more encouraging. Awareness was high among the staff surveyed; most were aware of the

investment (81%) and its activities (88%). Phase 2 qualitative interviews suggested that initial scepticism towards the investment had faded and that good buy-in had been created by the feeling of being valued and seeing changes take place. The new training opportunities and work to improve the physical environment had contributed most towards this. In qualitative interviews, staff across all roles also appreciated the increased funding for purposeful activity and felt it was helping to improve the purposeful activity offer in their APs. Overall, there was a consensus among the individuals interviewed that the investment is broadly targeting the aspects of APs that need improvement:

“The fact that we are getting this, staff are really excited. It just means that it gives our jobs meaning and value, in that somebody actually cares to invest in it.”

**Strategic area-based staff, AP case study site interview**

Engagement with training was high overall; 81 per cent of AP staff surveyed had taken part in mandatory training. A large proportion had also taken part in the training that had been designed and rolled out as part of the investment, 77 per cent had taken part in training in the use and administration of Naloxone, and 55 per cent in managing violence and conflict. Opinions towards the new training opportunities were usually positive. Around two-thirds (73%) of staff surveyed felt that the training they had taken part in had helped them further support people in APs, and 70 per cent felt that it had improved safety for staff and people in APs. Training had been particularly useful for new staff; the vast majority of staff who had been in the role for less than a year agreed that it had helped them further support people in APs (91%) and that it had improved safety for staff and people in APs (95%). No survey respondents reported having taken part in the new induction process, however, only 12 per cent of staff had started their role less than 12 months ago. The qualitative interviews revealed only positive feedback on this.

Another area which saw some success was refurbishment, of which staff who were surveyed were widely aware (71%). Of those who had experienced refurbishments, the majority (66%) agreed that it had made the AP a more welcoming place, compared to 13 per cent who disagreed. Survey responses were especially positive about the refurbishment works in South West South Central (87%) and Wales (83%), although this is not statistically significant. In qualitative interviews, staff were happy to see investment in improving the AP environment and felt that this work was very much needed.

“The whole AP is a much cleaner and more pleasant environment to work/live in”

**AP Residential Worker, Staff Survey**

In the Midlands, roll-out of the drug strategy pilot had gone well once initial concerns were addressed. Qualitative interviews revealed that the idea of urine-based drugs testing had been met with initial resistance from on-site staff, with concerns around hygiene (the risk of having urine thrown over them) and the accuracy of such tests compared to oral testing. In response, strategic stakeholders liaised with unions and set up a weekly online Q&A session to address questions and concerns. They also modified the process so staff would no longer have to temperature check an open container, successfully alleviating staff concerns.

"We've done well in communicating and alleviating some of the anxieties of staff."

**Strategic area-based staff, AP case study interview**

**What challenges have been experienced?**

In terms of specific elements of the investment, qualitative interviews suggested that work to improve the physical environment had presented the most challenges. A number of challenges relating to this part of the investment were raised also in the staff survey.

Strategic stakeholders explained that the age and location of buildings caused difficulties around access, efficiency and ability to make changes where they were in conservation areas or were listed buildings. Labour and materials costs were also higher than initially expected and the delivery of expansion projects was slower than planned because of uncertainty and slowness of planning decision outcomes from Local Authorities. In many cases it was logistically difficult to arrange (for example organising removals/storage of furniture) especially where APs had to remain open while maintenance and expansion activities were taking place. Several on-site staff reported that the work had caused disruption to people on probation living in the APs, as some of the work was noisy and impacted the facilities for example, some areas or rooms were unavailable whilst the maintenance work took place. There were issues with contractors in a few locations, including poor workmanship (for example shower doors put on the wrong way around), perceptions of low value for money and rude staff.

“The refurbishment has caused significant disruption... Refurbishment is also way past timescale and still not completed.”

**AP Residential Worker, Staff survey**

Public sector rules were a barrier for this part of the work because APs were restricted to certain contractors and suppliers. Strategic area-based staff and Site Managers in the case study research expressed that the level of approval needed to purchase items had caused delays and having to use approved suppliers meant they sometimes ended up paying more than they would have from other retailers. Additionally, some Site Managers reported that they had not always been able to purchase what they wanted (for example when it came to soft furnishings) and highlighted the need to purchase items that are robust and that various risks such as arson and ligature have been considered, which approved suppliers did not have.

“I don't think we get value for money at all. Because we're having to go through these procurement channels, we end up spending money for the sake of it.”

**Site Manager, AP case study site interview**

In relation to the work around the Drug Strategy, the qualitative interviews found that results of the new drug testing regime were taking too long to come back. They emphasised that, although urine testing is more comprehensive and accurate, the time it takes to get the results back (up to two weeks) meant that staff were unable to put appropriate support in place until they knew more about the substance that had been taken.

The one-year timeline made some activities as part of the AP investment feel rushed. Some managers felt that more time would have enabled better planning and sequencing of the maintenance and expansion work. For example, in one AP fire doors had been left with gaps underneath them because flooring had been changed, which could have implications for safety. One year to design, source and roll-out the training meant that the amount of time there was to roll-out the training was limited. Staff needed to enrol quickly, but because of this, sourcing cover was sometimes difficult, and training was more difficult to fit in around rotas. Further, the time frame of the investment made recruitment of the

Equalities Manager and Wellbeing Officer roles more challenging, as short-term roles were perceived to be less appealing for applicants by some strategic area-based staff.

“It was done very quickly, perhaps without much knowledge of APs and how the building works would impact on the residents themselves and on staff. You know, business had to run as usual...”

**Site Manager, AP case study site interview**

“The training opportunities are great, but we need the resources to carry them out. How do we cover training when we cannot cover absences? There is a lack of organisation and forward planning.”

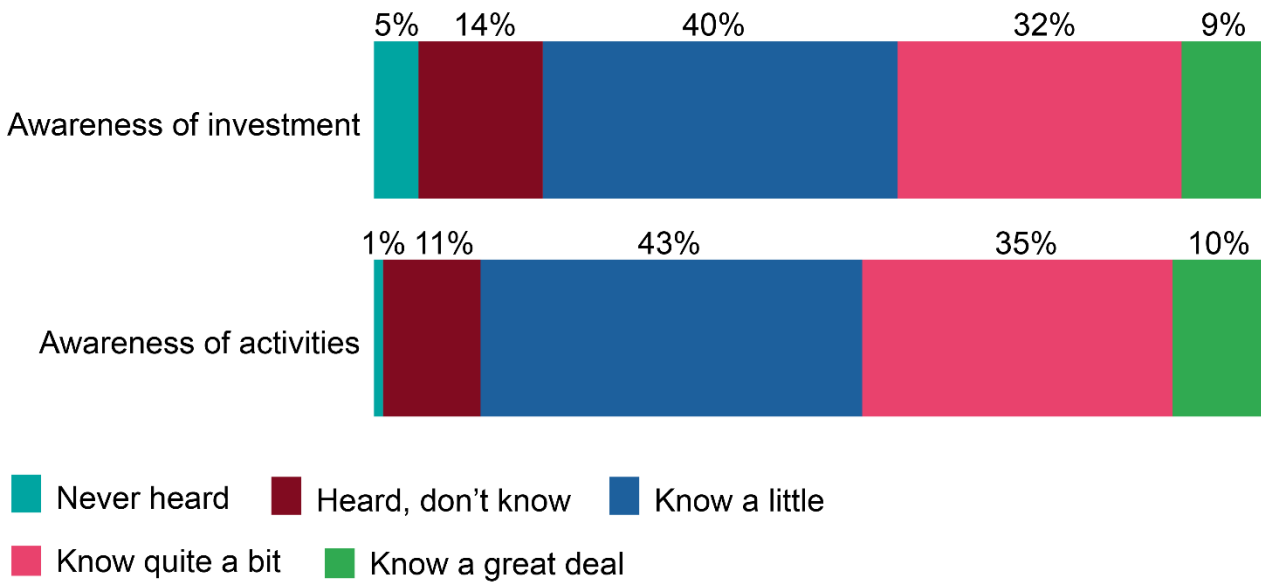
**Strategic area-based staff, AP case study interview**

In one region there were weekly meetings with managers from the different AP sites to share what was going well and how it might be replicated elsewhere. However, on the whole there was limited evidence from qualitative interviews or surveys that resources and lessons related to investment activities were being shared between sites or regions during the two phases of data collection. However, a directory for purposeful activity had been set up on SharePoint, although this had not yet been populated.

### **4.3 To what extent has awareness, understanding and buy-in been achieved?**

Among the AP staff surveyed there was high awareness of the investment itself, with 81 per cent knowing at least ‘a little bit’ about it. Given the strategic nature of the investment, those in more senior/managerial roles tended to have higher awareness than more junior/operational colleagues, almost three quarters (71%) of Site Managers reported knowing ‘quite a bit’/ ‘a great deal’, significantly higher than Probation Service Officers / Residential Support Workers (30%). Awareness was higher when asked about the specific activities within the investment, with 88 per cent of staff surveyed reporting that they knew at least a little about this. This reflects patterns identified during the qualitative research, that on-site staff, particularly at lower levels, tended to be aware only of activities that affected them directly (such as mandatory training or maintenance work) but knew less about of the higher-level policy decisions driving these initiatives.

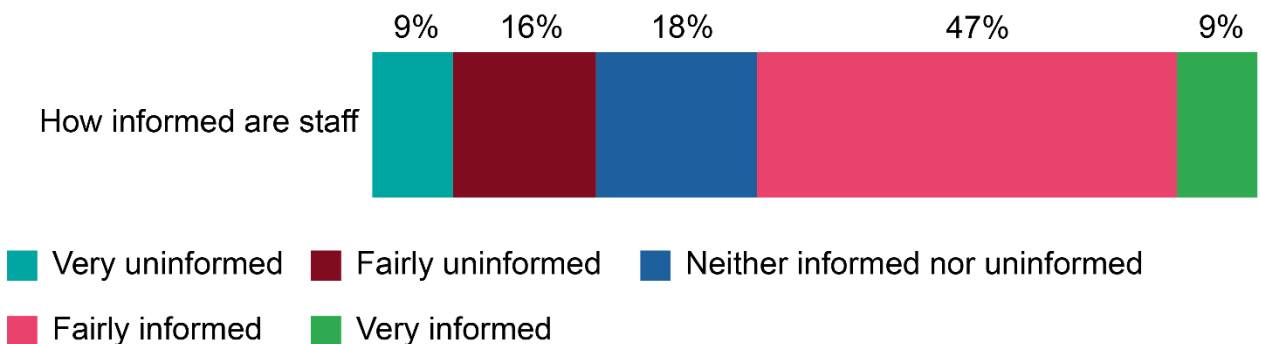
**Figure 4.1: Awareness of investment and activities**



**Source:** Staff Survey. **Base:** Approved Premises staff (195).

Despite the high awareness, just over half of staff (56%) reported feeling ‘very’ or ‘fairly’ informed about the activities within the investment. There was a clear variation in understanding between job roles; the majority (88%) of Area Managers felt ‘very’ or ‘fairly’ informed compared to 71 per cent of Site Managers and 49 per cent of those in Probation Service Officer/ Residential Support Worker roles. There were also regional differences, London saw the highest percentage of staff reporting they felt ‘very’ or ‘fairly’ informed (80%) and the South East of England the lowest (37%).

**Figure 4.2: How informed staff felt about the activities within the investment**



**Source:** Staff Survey. **Base:** Approved Premises staff (195).

Qualitative insights suggested that Site Managers were disconnected from the strategic thinking behind the investment in several case study areas, even by Phase 2 of fieldwork.

This disconnect was seemingly caused by the wealth of information that needs to be communicated, a barrier perceived by both Area Managers and Site Managers. Some Site Managers said that they found the volume of communications they receive overwhelming, meaning information gets hidden among other things, especially if it comes out during busy periods.

"I think it's very important [that staff understand where funding comes from] but it's about the 'how'. There is so much information I have to prioritise key pieces of information and the 'what'. There is so much of that, that where it's come from can get lost."

#### **Strategic area-based staff, AP case study interview**

Given this, it is perhaps unsurprising that feedback on the effectiveness of communication in general about the investment was mixed in the staff survey. Regarding communications from HMPPS and MoJ HQ, 36 per cent of staff said they had been effective, 31 per cent ineffective, and 30 per cent neither effective nor ineffective. Feedback on communication from senior management was slightly more positive, (40% effective, 31% ineffective, 26% neither). The most common ways people had heard about the investment was through management or team meetings (67%), central HMPPS/MoJ communications (42%), and word of mouth (32%).

Although understanding of the investment and feedback on communications was mixed, the qualitative interviews suggested that buy-in to the activities themselves was high by Phase 2 of the evaluation. There had initially been low awareness and scepticism among staff who felt the investment sounded too good to be true, but this had been largely overcome as people could see changes taking place and were starting to experience some of the benefits, resulting in higher buy-in.

"The staff are on board with it and supportive of it."

#### **Site Manager, AP case study site interview**

## 4.4 What has been implemented and delivered?

According to qualitative interviews, the following had been delivered by Phase 2 of fieldwork:

- **Professionalisation of the workforce:** The AP-specific training and development platform was online and available to all staff. By mid-February 2022, mandatory managing violence and conflict training had been completed by around 500 staff and first aid training by around 250. New staff were receiving induction training and existing staff offered optional training (for example project management training) to upskill was underway. Re-banding<sup>22</sup> of AP staff from Band 2 to Band 3 took place in December 2021.
- **Improvements to the physical environment:** Maintenance work was ongoing, with 22 buildings (out of a total of 30) due to be completed by the end of March 2022. Improvements included painting, installing summer houses and new kitchens, upgrading CCTV and acquiring new soft furnishings such as sofas, curtains and cushions. Expansion projects to create new bed space were taking place alongside this.<sup>23</sup>
- **Central Referral Unit (CRU):** A detailed internal report was produced which assessed the different referral processes that were in place in the seven CRUs in England and Wales. Informed by this, a new referral model was developed, covering processes, eligibility and consistency around decision-making for individuals being referred into APs. A provider has been commissioned to complete a discovery and alpha phase of a new digital tool which will auto-populate relevant information from other systems<sup>24</sup> to go further in achieving consistency around decision-making. The first phase of will be rolled out in Autumn 2022.
- **Drug strategy pilot:** Urine based drug testing<sup>25</sup> was up and running in male APs in the Midlands. The process originally proposed has been modified to alleviate staff concerns about handling unsealed samples. Subject to the commencement

<sup>22</sup> The process of going through re-banding was not funded by this investment.

<sup>23</sup> The expansion projects to create new bed spaces was not funded by this investment.

<sup>24</sup> Such as nDelius, Offender Assessment System (OASys) and Prison National Offender Management Information System (p-NOMIS)

<sup>25</sup> Currently drug testing is conducted through a swab in the mouth.



of the Approved Premises (Substance Testing) Act 2022, the next stage identified will be consideration of roll-out across both the public and independent estates.

- **Purposeful activity:** Communication had reached APs regarding the available funding to pay for purposeful activity. With this funding, APs had acquired items such as cooking utensils, gym equipment, arts and crafts materials and allotments and were starting to provide activity classes such as furniture restoration workshops, gym sessions with an external trainer and cooking classes.
- **New divisional equalities' strategy:** Recruitment of Equality Managers and Wellbeing Officers was ongoing with three Equality Managers and six Wellbeing Officers in post. Representatives for people in APs had been chosen and they were attending regular meetings with people in other APs in the region to discuss their needs.

Qualitative insight suggested that there were formal mechanisms in place to monitor the activities above at a national level, whilst locally they tended to be monitored in an informal way through conversations with staff and people in APs. For training, there was a feedback form on the SharePoint site and as part of the divisional equalities' strategy, people in APs could feed back on their experiences via the representatives' initiative.

Strategic stakeholders overseeing maintenance work and the CRU project highlighted that this work had led to more formal governance/monitoring mechanisms. A maintenance board had been set up around half-way through the investment, forging a closer relationship between Facilities Management and Heads of Public Protection and therefore a better understanding of challenges.

“We have a better central structure, not perfect but good structure. Governance is sound whereas before we didn't have any.”

**Strategic stakeholder, AP case study interview**

In qualitative interviews, strategic stakeholders explained that activities had generally progressed at the speed expected, with the exception of the Drug Strategy and divisional equalities' strategy, which were both affected by slow recruitment to posts at the start of the investment period. The CRU project progressed as planned, leading to a new referral model being developed. This had not yet been rolled out by the end of Phase 2 of data

collection, which means the perceived outcomes of this could not be assessed. The first phase of roll out is due to be implemented in Autumn 2022.

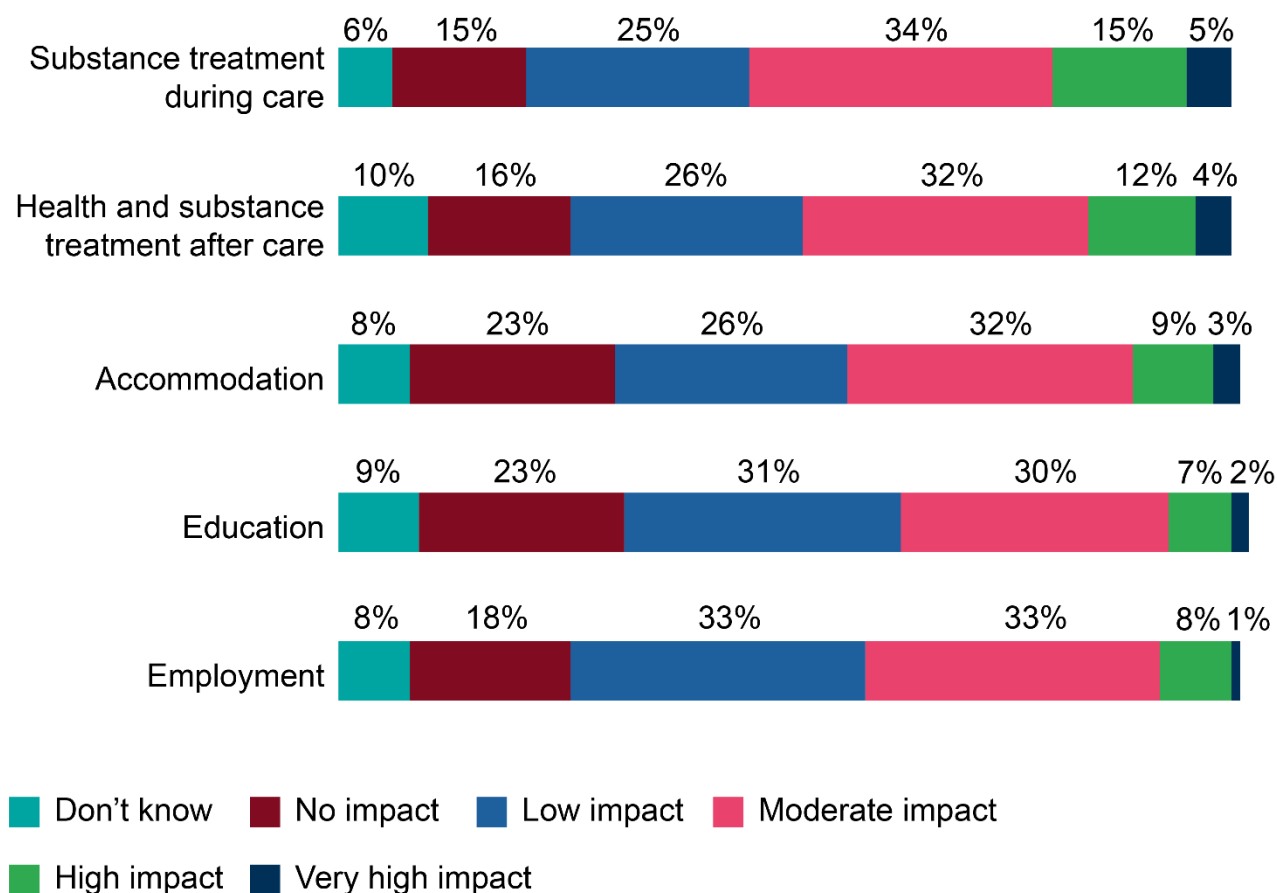
**To what extent has the approach to implementation and delivery addressed the needs of people on probation?**

In the staff survey, AP staff had mixed views about whether the investment had supported people on probation (30%) or had not supported people on probation (28%), with the largest group being neutral (40%). Along with lower levels of awareness about the investment, Residential Support Workers/ Probation Service Officers were also significantly less positive about its perceived impact, with 24 per cent agreeing that it had improved support at the time of the survey.

When looking at the perceived impact around support as a result of the investment activities in the AP estate, the accessibility of substance misuse treatment whilst in care and health and substance misuse treatment after care saw the greatest proportion of staff agreeing that there had been at least a moderate impact (54% during care and 48% after care). Around two in five staff also agreed that there had been at least a moderate impact on accommodation (44%), employment (42%) and education support (39%). See [Figure 4.3](#) for more details.

Around half of the staff surveyed perceived the activities to have no impact or a low impact on support around education (54%), employment (51%) and accommodation (49%). However, it is important to note that funding going towards purposeful activity made up a small proportion of the total AP investment. Around two in five also reported that they perceived there had been no impact or a low impact on substance treatment during care (40%) and health and substance treatment after care (42%).

**Figure 4.3: Perceived impact of funded activities on people on probation**



**Source:** Staff Survey. **Base:** Approved Premises staff (195).

Among the staff surveyed who felt the investment had better supported people on probation, the most common reasons they gave were access to more opportunities, activities, and services (40%), better facilities and/or living / working environment (17%), and increased participation in activities/courses (16%). On the other hand, staff who felt the investment had not supported people on probation cited a lack of evidence that changes had occurred (33%), the impact of COVID-19 (28%), and that the extended support was still not sufficient (15%).

Two thirds of the staff surveyed (66%) agreed that the maintenance work that had taken place had made the AP a more welcoming environment. Around a fifth (21%) neither agreed nor disagreed and only just over one in ten (13%) disagreed. A particularly high percentage (27%) in the North East felt that the work had not made the AP a more welcoming environment. This region was not one of the case study areas, so it is not

possible to explain this with qualitative feedback. However, strategic stakeholders with overview of maintenance work explained that capital spending on improvements often prioritised improvements to roofs, wiring and boilers; these are improvements which are not as immediately evident to on-site staff and people on probation.

Qualitative insight highlighted other benefits and drawbacks for people on probation that were not captured in the survey results. Interviewees across roles reported that the physical environment had improved, making the AP a more pleasant and, in cases where safety concerns had been addressed, a safer place to live. In one region, the Area Manager felt that people in APs were responding better to the staff as a result. People on probation generally held high opinions of the staff and environment and where a direct comparison was possible (i.e. where those interviewed had stayed at the AP prior to the investment), they felt the physical environment was a marked improvement and had made their stay more comfortable and safer.

“It’s so much nicer. My room is comfortable and clean and even though it’s not the Ritz it made me feel more human.”

#### **Person on probation, AP case study site interview**

Maintenance work had caused some annoyance for people on probation through issues such as noise, no running water in bedrooms and communal areas being out of action. Despite this, the prevailing sentiment among people on probation who were interviewed was that changes were needed and would make a positive difference once complete.

Some managers reported that people on probation now have more of a voice as a result of the “people on probation representative initiative” (part of the divisional equalities’ strategy) and indeed there was some evidence that people in APs were implementing changes through this programme. One such representative had the idea of creating a booklet of information on the area (including a map with directions to the police station and job centre and direct number to universal credit rather than the generic line provided by the AP) and felt this would give ownership to people in APs.

“We’re going to create a booklet of things going on in the area... so you can take a bit of ownership of your life and not have to ask questions all the time. It’s going to save staff time as well.”

### **Person on probation, AP case study site interview**

It is important to note that in qualitative interviews, staff tended to focus more on ‘softer’ outcomes related to how people on probation experienced their stay rather than post-AP outcomes such as education and employment which were explored in the survey. Several mentioned that the changes would make people on probation feel more at home and some explained that they had chosen room colours that were “calming” or “autism friendly”. Further, among the purposeful activity being delivered there was a clear focus on wellbeing and life skills (e.g., gardening and cooking classes) as opposed to other, more objectively measurable, outcomes. During the implementation of the investment, COVID-19 restrictions were in place and had impacted people’s mental health and wellbeing therefore this could explain the focus on activities that were more feasible in these conditions and aimed to build improved self-worth, for example through outdoor activities, physical activities and more emphasis on health education (more detail can be found in the [‘How has the broader context influenced implementation?’](#) section).

“I feel like AP funded purposeful activities, while they have taught residents new skills, haven't aided them in areas such as finding accommodation or addressing substance misuse.”

### **AP Residential Worker, Staff survey**

There was a strong sentiment, among both staff and people on probation who were interviewed, that accommodation was the key area that people on probation wanted more support with. Findings from both the qualitative interviews and surveys suggested that people on probation were really struggling to find appropriate ‘move on’ accommodation. However, it is important to note that COVID led to difficulties in the housing market as the easing of restrictions created a hugely competitive demand.

“At the minute trying to get people moved on with housing is a nightmare, absolute nightmare. That is our big stumbling block – housing and getting them in with mental health services because we all know those are at breaking point.”

**Probation Service Officer, AP case study site interview**

## **Findings from the survey of people in APs**

### *Experience of moving to Approved Premises*

People on probation are allocated Approved Premises provision based on need and availability. Most of the people on probation surveyed (74%) were informed they were moving into their current AP by their Offender manager, or by someone else within their prison (14%). The average reported notice period given about the upcoming move was 49 days, however a very small minority of people on probation (9 out of 503) reported not being given any notice of their upcoming move.

People on probation were asked how they had felt about their move to their AP. They were asked to state how many of the following emotions they had felt: Excited, Happy, Relieved, Worried, Upset, or Angry. More people on probation reported being worried about their move to their AP (32%) than any other emotion, however quite a few people on probation also reported being ‘happy’ (22%) ‘upset’ (12%) or ‘angry’ (11%).

The emotion experienced when hearing about moving to their AP linked to how likely people on probation were to perceive other aspects of their AP positively. Just under three-quarters (73%) who received information about their move to the AP thought it was ‘helpful’ or ‘very helpful’. However, those who indicated they were ‘happy’, ‘excited’, or ‘relieved’ about their move to their AP were significantly more likely to think that the information was helpful, compared to those who were ‘angry’.

Just under a quarter (22%) of the people on probation surveyed indicated they were not given any information in advance about the AP they were moving to, and around one in ten (9%) were only given information once they had arrived.

### *Approved Premises experience*

Three-quarters of people on probation (75%) either ‘strongly agreed’ or ‘agreed’ that the AP was in good condition and reported feeling ‘better’ or ‘much better’ about being in their AP after they had spent their first week there. More than eight in ten (85%) ‘strongly

agreed' or 'agreed' that staff were helpful and nearly nine in ten (87%) 'strongly agreed' or 'agreed' that they felt safe in the AP.

The emotional response to moving to their AP also linked to how people on probation felt after they had moved, with those who reported being 'happy' about their move rating their AP as being in better condition than those who were not. They also reported feeling better about their move one week after arriving than those who were not happy on being told about the move.

### *Engagement with activities*

Nearly three quarters of people on probation surveyed (72%) stated that they had undertaken some form of activity whilst in their AP, with more reporting undertaking activities to find housing (57%) than activities to support finding employment (33%), manage money (25%), or support around health needs including substance misuse (41%). Most stated that they accessed activities often (27%) or sometimes (27%), with some accessing activities very often (12%). However, 19 per cent stated they never participated in activities, and 15 per cent rarely participated. As most (84%) were aware that activities were offered, it is unlikely that many would benefit from further encouragement to take part.

Three-quarters (75%) of people on probation surveyed 'strongly agreed' or 'agreed' that the activities offered were useful, and two-thirds (66%) 'strongly agreed' or 'agreed' that they were offered a good range of activities to choose from.

Again, emotional responses to moving to the AP played a part in their perceptions of other activities within the AP. Those who indicated they were 'happy' on moving to the AP also reported once there feeling that staff helped more with a range of activities, including finding housing, employment, and substance misuse treatment. Those who felt 'happy' about the move into AP felt that the activities at their AP were more 'useful' and that they had a better range of activities to choose from. They also felt that their experience of the education/training, housing, substance misuse, and employment support offered in the AP would assist them in their future lives, and they subsequently took part in more activities than those who did not state they were 'happy' with their move.

### *Supporting future outcomes*

People on probation were generally positive that their experience in the AP would help them. Around half of those surveyed 'strongly agreed' or 'agreed' that their experiences while in the AP would help them access education/training (50%) and find work (47%). Almost two-thirds (62%) 'strongly agreed' or 'agreed' that their experienced in the AP would help them to find accommodation), and three-quarters (72%) 'strongly agreed' or 'agreed' that their experienced in the AP would help them to access substance misuse support post-release. However, those who were 'happy' to move to the AP were consistently significantly more likely to be positive about how well their AP experience would support them post-release, suggesting that the emotion felt when first moving to their accommodation persists, and can colour perceptions across the journey through AP accommodation. This underlines the importance of providing clear information about the move to AP, well in advance.

### **To what extent has the approach to implementation and delivery addressed the needs of staff and partner agencies?**

In the staff survey, 15 per cent believed that the investment contributed to a better working environment, with other benefits being better training and career progression opportunities (8%) and more activities/interventions available (6%).

Overall, 51 per cent of staff reported that they had not experienced any benefits, although it was noted that in some cases not enough time had passed to see the impact, which is not surprising as the timing of the survey coincided with the last few months of the investment period when the training was still being rolled out. Probation Service Officers and Residential Support Workers were around twice as likely as Area Managers and Site Managers to say they had not experienced any benefits; 59 per cent of Probation Service Officers/ Residential Support Workers, compared with 29 per cent of Area Managers and 26 per cent of Site Managers. This could be linked to Probation Service Officers/ Residential Support Workers relatively lower awareness of the investment; those who had never heard of the investment, who had heard of it but knew nothing else about it or who knew a little about it were around twice as likely to say that they had not experienced benefits (62%) than those who knew quite a bit or a great deal (34%). As there was lower awareness among some groups, it is not surprising some had reported not having



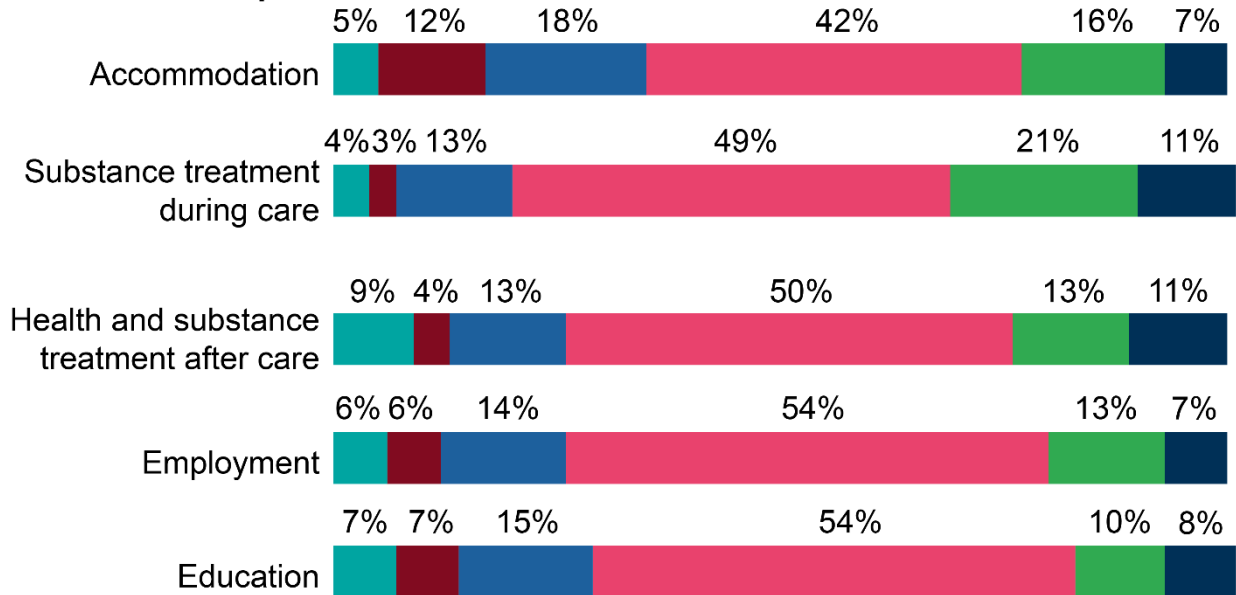
experienced any benefits from the investment. These findings suggest there may have been challenges around communicating the link between the ongoing and planned activities to the investment which affected staff perceptions of the benefits and impacts around the investment.

Some of the challenges cited in the staff survey included the impact of COVID-19 (15%), a poor working environment (11%), and poor communication/collaboration (10%). Many staff referenced poor work by the contractors undertaking the repairs and the rushed nature of the investment rollout as contributing issues as well. However, over a quarter (27%) had not experienced any challenges.

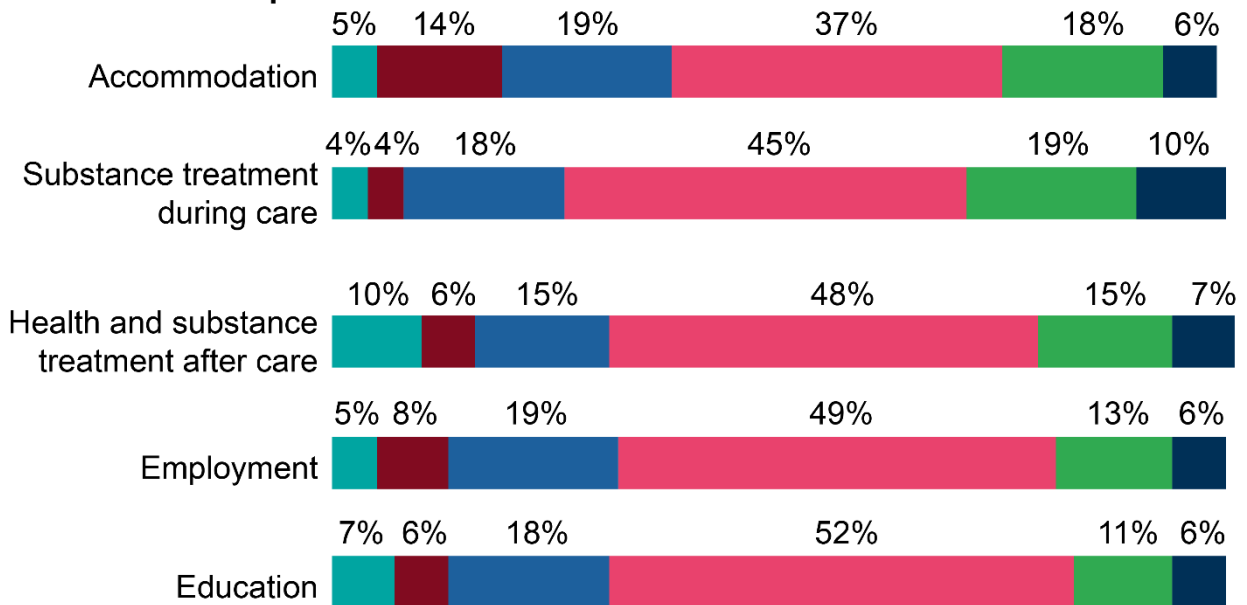
The results of the staff survey suggested that the investment had made little impact on the success of partnership working in the various areas of reducing reoffending. With regard to both internal and external partnerships, the greatest improvement appeared to be in helping people on probation to access substance misuse support. But in most areas the most common response among respondents was that partnership working had stayed the same. The qualitative interviews underlined the impact of COVID-19 on this, which had curtailed face-to-face meetings, and prevented some services delivered by partners from continuing (because of restrictions on face-to-face delivery, or in some cases wider funding cuts at the partner organisation).

**Figure 4.4: Impact on internal and external partnership working**

**Internal Partnerships**



**External Partnerships**



■ Don't know  
 ■ Much worse  
 ■ Slightly worse  
 ■ Stayed the same  
■ Slightly better  
 ■ Much better

**Source:** Staff Survey. **Base:** Approved Premises staff (195).

The majority of staff surveyed felt that that training had helped them further support people in APs (73%) and improved safety for staff and people in APs (70%). Staff who took part in qualitative interviews and had taken part in managing violence and conflict training felt it had enabled lesson-sharing between APs and led to increased awareness of risk.

“[Managing violence and conflict training] made you more aware of the environment we’re dealing with, working with very high-risk residents. Sometimes we can be a bit guilty of being too relaxed.”

**Probation Service Officer, AP case study site interview**

Qualitative feedback on the new induction process was very positive. It was felt to be of a high quality and would lead to increased consistency (as standardised across APs) and efficiency (as managers have a clear process to follow that they can find on SharePoint).

Qualitative interviews provided some evidence that the culture within APs was beginning to change. Several managers remarked that staff morale and cohesion within teams had improved due to staff feeling invested in, and that the investment was being seen as part of a longer-term plan. An Area Manager reported that there had initially been issues with persuading finance officers to spend the investment as there had been a culture of spending as little as possible in the past, but that this was now starting to shift after positive reinforcement from the national team that the budget was available to be spent. However, while Probation Service Officer and Residential Support Worker interviewees mentioned feeling more valued, they did not express having experienced a change in culture themselves.

The money being spent does not go unnoticed and I feel staff will feel valued because of the investments being made – which will feed into their morale, this is no different for me as a manager. An improved environment leaves you feeling happier and that must come through into mental wellbeing and approach.

**AP Site Manager, Staff survey**

### **How has the broader context influenced implementation?**

Roll-out of the investment took place in the context of the COVID-19 pandemic. This posed several operational challenges, raised in both qualitative interviews and the staff survey. Several managers highlighted the challenge of having to manage outbreaks whilst still

delivering all investment activities. Several reported issues with getting Facilities Management on site and with delivery of drug testing kits in the Midlands, as well as difficulties in signing staff onto training due to needing to cover for illness.

“The impact of COVID is still an issue. In terms of the on-going work, I don't think there has been enough time yet to feel the benefits. For front line staff, there has been a need for them to concentrate on delivering the basics of our role just to keep the APs operational. This has significantly limited the capacity to focus on new initiatives.”

**AP Site Manager, Staff survey**

Qualitative interviews suggested that the element of the investment most impacted by COVID-19 was purposeful activity. Restrictions meant that group activities had been limited (for example only running outside) or stopped altogether, and external agencies and key workers could not come in to do work with people on probation. The second most cited reason by survey respondents (28%) who did not agree that people in APs are better supported as a result of the investment was the “impact of COVID-19 related issues e.g., limited access to agencies”. Despite this, by Phase 2 of the qualitative fieldwork there was a strong sentiment that purposeful activities and ties with external agencies were starting to pick up again.

“It definitely stunted our ability to do purposeful activity. That’s well and truly rolling again, but it did have an impact.”

**Head of Public Protection, AP case study interview**

Although it was not part of the investment, the re-banding of AP staff from Band 2 to Band 3 was an important contextual factor at both phases of the qualitative fieldwork. In Phase 1, re-banding had not yet been implemented; this delay had negatively impacted staff morale and trust, and hindered buy-in to the investment because staff were sceptical about whether promised changes would be implemented. By Phase 2 re-banding was in place; it was a positive and long-awaited change for Residential Support Workers, contributing to increased morale. However, it caused some resentment among Probation Service Officers as their Residential Support Worker colleagues now earn more than them because they work unsocial hours and longer shifts. In one area a roster of 10 Probation Service Officers

had reduced to two because of staff leaving. A Head of Public Protection expressed concern that it could make recruiting Probation Service Officers more difficult in the future because the Residential Support Worker will be seen as the more attractive role.

Another contextual factor identified in qualitative interviews was the historical under-investment into the AP estate. Strategic stakeholders with overview of the intervention explained that the maintenance needs of buildings were greater than the funding could feasibly address.

“The amount of money we spent on the maintenance on the AP estate in the last 10 years is nowhere near enough to keep up with what should have been spent, so we feel there is at least 10 years of catching up to do.”

**Strategic stakeholder, AP case study interview**

In one of the case study areas, qualitative insight suggested that the presence of other initiatives had initially impacted on engagement. In London, engagement was initially low because staff felt “all trained out” by previous training initiatives and because other sites were being renovated under another programme. However, a strategic stakeholder with overview of the training noted that in the last two months of the investment (February and March 2022) they saw a steep increase in engagement in training that was funded by the investment, in London. Indeed, among staff surveyed, 89 per cent of respondents in London reported having taken part in mandatory training.

## 5. CAS-3 Temporary Accommodation

### 5.1 Strand overview

Community Accommodation Service – Tier 3 (CAS-3) provision aims to house prison leavers, and those moving on from Approved Premises and Bail, Accommodation & Support Services (BASS) provision, who are ‘at risk of homelessness’ into temporary accommodation for up to 84 nights following release and support them to move onto settled accommodation. The investment enabled this provision to be introduced across five probation regions.

This strand includes funding for Housing specialists (a custody-based role), to work with key accommodation related partners, including Commissioned Rehabilitative Services, Homelessness Prevention Teams and Local Authorities, to support the Head of Reducing Reoffending to be more strategic in their approach to reducing homelessness on release for prison leavers.

Key activities within CAS-3 provision are:

- identification of suitable accommodation and bed space either through block booking, or sourcing units via Commissioned Rehabilitative Services or Homelessness Prevention Team
- block booked accommodation via contracts with providers in four regions and an agreement with Greater Manchester Combined Authority in the Greater Manchester region
- production of CAS-3 guidance and use of guidance
- identification of eligible prison leavers or those leaving APs and BASS provision
- referral process and system
- awareness raising and communications to engage prisoners
- allocation of accommodation
- activities around lack of prison leaver ID, bank accounts and references from previous employers or landlords, and
- approaches to identification of move-on accommodation.

This chapter discusses the findings from CAS-3 regional case study interviews and surveys. Table 5.1 outlines the types of individuals involved in each element of the research.

**Table 5.1: Overview of CAS-3 individuals involved in each element of the research**

	Phase 1	Phase 2	Surveys
<b>Strategic stakeholders</b> from MoJ/HMPPS who were involved in design and longer-term management and monitoring of investment activities	Included	Included	Not included
<b>Regional leads (Regional Probation Director or Head of Community Integration)</b> Responsible for oversight of CAS-3 activities at the regional level	Included	Included	Included
<b>Homelessness Prevention Team Lead and Homelessness Prevention Team staff</b> Includes Senior Probation Officers and Senior Admin Officers. Responsible for the operational management of CAS-3, including processing referrals.	Included	Included	Included
<b>Community Probation Practitioner</b> They oversee individuals in the community, conduct risk assessments and make referrals for CAS-3 temporary accommodation (for prisoners, those in APs or in BASS).	Included	Included	Included
<b>In-prison Housing Specialists</b> who engage with the Homelessness Prevention Team, local authority and partner agencies, and subsequently produce an action plan.	Included	Included	Included
<b>Support Workers and Support Providers</b> who provide accommodation and support services to people on probation, includes resettlement staff in prisons, housing providers and support agencies.	Included	Included	Not included
<b>Other stakeholders</b> (such as local authority stakeholders)	Not included	Included	Not included
<b>People on probation, at risk of homelessness</b>	Included	Included	Included

## 5.2 Key findings and lessons learned

### What has gone well?

Staff and stakeholders across all backgrounds reported that CAS-3 had provided a stable base for people and an opportunity to search for longer term accommodation or apply for a job, including for those who would otherwise have nowhere to go.

"It's life changing, you know, sort of situation that they they're in because they've been given this opportunity for the first time in their life, they felt safe. They felt valued."

**Homelessness Prevention Team, CAS-3 case study region interview**

During the qualitative interviews, a support provider in one region said they have worked with people who have been in and out of prison for years, and CAS-3 has helped to change their circumstances and they are doing incredibly well. They have seen some of the people they work with become a lot more settled and start to engage in positive activities, for example starting to attend support groups, courses, get back into work, and look after themselves better and take on more responsibility. From the support provider's perspective, they have become easier to work with and a lot less mistrustful.

A Community Probation Practitioner in one region detailed their experience with an individual who was placed in CAS-3 accommodation and how the provision had an impact. They explained that they had worked with one man for four years who had never really engaged – they had only been able to meet him in person twice in four years; he was street homeless using Class A drugs for several years. He had previously been housed temporarily in a hotel by the council but continued to do drugs with people he knew. Since being in CAS-3, there had been a real improvement; CAS-3 showed him the sort of life he could have. He attended meetings, stayed clean from drugs, sought support for his mental health and looked for volunteering opportunities. By the point at which Phase 2 fieldwork was conducted, the Community Probation Practitioner reported the individual had secured move on accommodation.

Aside from delivering positive outcomes for people, the most commonly mentioned aspect that worked well was the communication and partnership working between all parties involved. For example, relationships between the in-prison housing specialist, Homelessness Prevention Team, Community Probation Practitioners and local authorities.

"The joined up multi agency approach in [our region] has been outstanding. Communication has been excellent. I think they've got a model that can be replicated across the country, a model that really works."

**Support provider, CAS-3 case study region interview**



Staff in a couple of regions highlighted timely referrals as another aspect that worked well. One support provider was very positive about the local authority housing assessment being conducted before a person leaves prison, as this reduces the risk they will not attend.

### **What challenges have been experienced?**

#### *The housing market*

Housing market challenges including finding suitable properties in the right area and trying to get self-contained accommodation within budget were highlighted as a challenge across CAS-3 regions. The lack of single occupancy properties was reported to be a particular challenge. A support provider in one region explained that they find the self-contained accommodation far easier to manage and people on probation tend to be more settled there. Otherwise, managing relationships in shared accommodation could make the situation more difficult.

#### *Short-term sentences*

Short-term sentences and people who get recalled (the "revolving door cases" who are in and out of custody) were highlighted as a challenge. It causes a problem for probation staff, the local authority and housing providers because it does not allow them the amount of time they need to work with the individual because they are in and out of custody. This was considered to be a problem in all the CAS-3 regions.

#### *Sourcing move on accommodation*

A couple of regions reported that sourcing move on accommodation for after CAS-3 can be a challenge. The in-prison housing specialist in one region stated that sustainability will be difficult as there is a lack of accommodation available; they felt that there needs to be more work around what happens after the 84 nights. Meanwhile, a support provider in another region described how people on probation assume they will be able to move on to their own property, but often it is a shared property which can feel like a backwards step compared to what they had in CAS-3 (single occupancy). Staff interviewed in one region explained that they have seen good outcomes for those moving on after CAS-3, but there is not enough good quality housing. They highlighted that the price of accommodation in the region is very high and does not always fit with people's expectations. Additionally, the COVID-19 pandemic resulted in an increased pressure on housing market demands.

“84 nights is not a long time ... there are 1,200 people on our housing register with a one-bedroom need ... on average it takes a household 444 days to secure accommodation so anyone coming out of prison with no priority need and registering on [our register], the likelihood is that in 84 days, we will not be able to get them into social housing.”

### **Housing provider, CAS-3 case study region interview**

One Homelessness Prevention Team Lead explained that they have experienced issues with their housing provider in terms of the number of bed spaces they are able to provide and the quality of the accommodation.

#### *Insufficient wraparound support*

The Homelessness Prevention Team Lead in one region and a local authority in another felt there was still a lack of support for people on probation while in CAS-3 accommodation in order to make them ‘tenancy ready’ after the 84 night period ends.

#### *Relationship with local authorities*

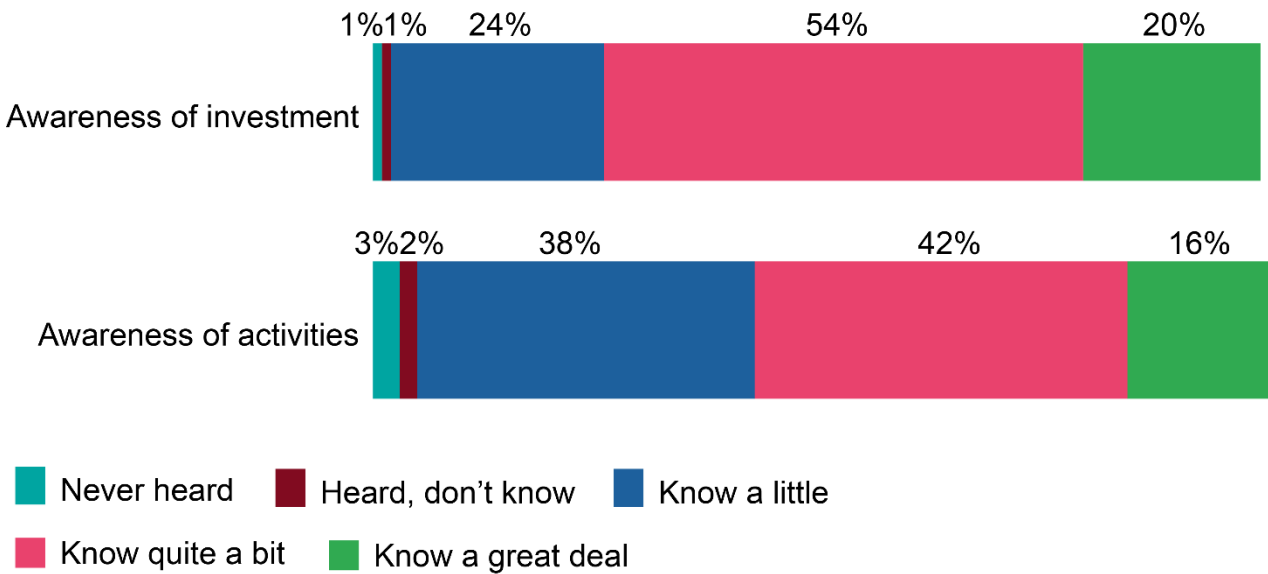
Staff interviewed in a couple of regions reported that local authorities can be difficult to work with, including instances where they were reluctant to house certain people, for example those with severe mental health or substance misuse issues.

## **5.3 To what extent has awareness, understanding and buy-in been achieved?**

The survey conducted with CAS-3 staff demonstrates that while awareness of the investment and activities was high, some staff felt uninformed about what the investment involved. As shown in Figure 5.1, nearly all staff surveyed were aware of the investment overall (98%). Just two per cent of staff reported they had never heard of the investment or had heard of it but did not know anything about it. Awareness of the investment was higher amongst senior staff such as Heads of Community Integration and Housing Specialists compared to probation service staff.

Awareness of the activities within the investment was also very high (95%), with just five per cent of staff reporting they had never heard of the activities or had heard of them but did not know anything about them.

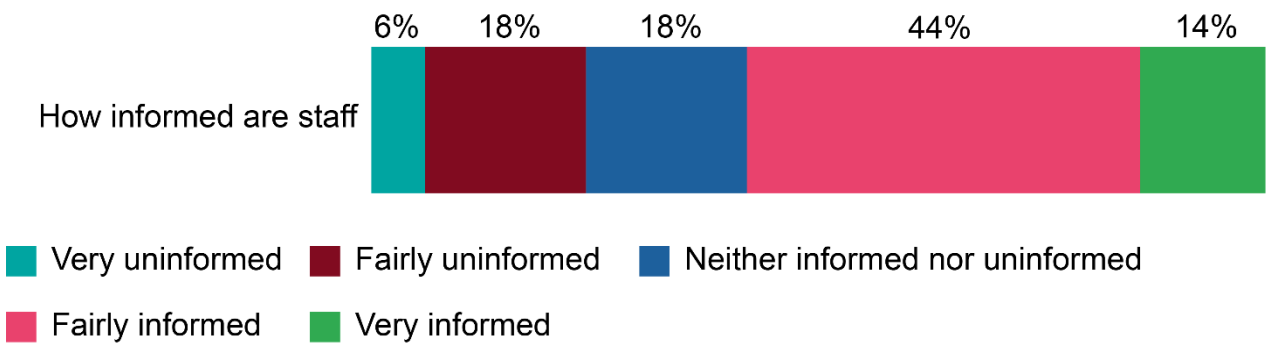
**Figure 5.1: Awareness of investment and activities**



**Source:** Staff Survey. **Base:** Heads of Community Integration (HoCI), Community Probation Practitioners (CPP), Homeless Prevention Team (HPT) leads and Housing Specialists (187).

Nearly three-fifths of staff surveyed (58%) felt informed about the activities within the investment. A quarter (24%) of staff reported feeling uninformed, and one in five (18%) reported feeling neither informed nor uninformed.

**Figure 5.2: How informed staff felt about the activities within the investment**



**Source:** Staff Survey. **Base:** Heads of Community Integration (HoCI), Community Probation Practitioners (CPP), Homeless Prevention Team (HPT) leads and Housing Specialists (187).

The staff survey revealed that the investment was not always communicated successfully within CAS-3 temporary accommodation, a point also raised in the qualitative interviews. Nearly three-fifths of staff felt communication on the investment had been effective from

senior leaders (56%) and just over half felt that it had been effective from HMPPS and MoJ HQ (51%). A quarter of respondents (24% for both modes of communication) reported communications were fairly or very ineffective.

Staff heard about the investment and activities through multiple different channels. The most common channels for staff in CAS-3 temporary accommodation were management / team meetings (67%), word of mouth from colleagues (47%) and central communication from MoJ / HMPPS (43%), all of which were much more common than communications through the intranet (12%), through the project team / the job role (8%), anecdotally (1%), or because they requested the information directly (1%). Three per cent of respondents could not recall how they had heard about the investment and activities.

The CAS-3 case study region interviews revealed that awareness and understanding were high among staff and stakeholders interviewed, with several highlighting that it had improved since the Phase 1 fieldwork was conducted.

“As far as I can tell from the response, I get anytime I contact a Community Probation Practitioner and ask them to submit a referral, they are aware of the pathway, they know what they’re doing and if not, we can quickly point them in the right direction, so awareness has improved markedly in the last 4 months and is at a pretty good level now I think.”

**In-prison Housing Specialist, CAS-3 case study region interview**

“I think over the last six months, people have become more aware of it because [we] have really, really tried to promote it within our establishments and beyond.”

**In-prison Housing Specialist, CAS-3 case study region interview**

However, similarly to the survey findings, staff and stakeholders in three of the five CAS-3 regions (spanning Homelessness Prevention Team Lead, Senior Accommodation Support Officer, In-Prison Housing Specialist and local stakeholder) said they felt awareness was lower among some groups, for example among some probation staff and people who do not have a direct link to criminal justice such as those working in housing dealing with homelessness applications.

“There's a lot of education missing for probation officers, staff in the prison and also actually the people in the prison themselves.”

### **In-prison Housing Specialist, CAS-3 case study region interview**

The Homelessness Prevention Team in one region said that while a lot of people are aware the scheme exists, they think a few people still get it mixed up with the Commissioned Rehabilitative Services.<sup>26</sup> The Homelessness Prevention Team Lead in another region explained that while they have held briefings with external partners to try to build awareness, there is some frustration that CAS-3 is not as known as they would like, and they have people admit they do not understand the scheme.

The qualitative findings revealed that buy-in was generally good among those aware of CAS-3, with several different staff and stakeholders across the five regions reporting how they and others fully supported and acknowledged the need for CAS-3. However, the Homelessness Prevention Team in one region said that while people were really happy about the service being available, some staff thought the eligibility for it should be broadened, because if someone becomes homeless after their release from prison, they would not be eligible for CAS-3.

The Homelessness Prevention Team in one region highlighted that women's prisons found referrals more difficult. In their experience, women may have complex needs often stemming from prior experiences of abuse. Thus, the greater need for self-contained accommodation for women<sup>27</sup> and a need to avoid certain areas considered as potentially unsafe.

Interviews revealed that the availability of properties had an effect on buy-in. The In-Prison Housing Specialist in one region explained that initially a referral from a Community Probation Practitioner would be accepted for CAS-3 accommodation but there was no availability, which led to diminishing confidence among people in terms of it yielding any

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<sup>26</sup> As of June 2021, the new probation service has been responsible for managing all those on a community order or licence following their release from prison in England and Wales. The National Probation Service is able to commission some services from the private and/or third sectors. The Dynamic Framework, a commissioning mechanism, allows regional probation directors to procure rehabilitation services, for example, in relation to accommodation, employment and training.

<sup>27</sup> Self-contained accommodation is available via CAS-3, however, staff indicated that there is a need for more of this type of accommodation.

success. However, in the last two months of the programme there was an upturn in the number of properties procured, more established pathways for female referrals specifically through the introduction of a women's lead, and they had seen an increase in successful placements. This raised confidence and morale among staff.

Similarly, the Homelessness Prevention Team Lead in another region explained that the initial lack of properties meant people were less likely to buy-in to CAS-3. In some areas of the region CAS-3 was not prioritised because of the lack of available properties. The Regional Probation Director in this region said that the initial slow start in securing properties for CAS-3 impacted on Community Probation Practitioners' faith in it, but housing provider performance has since improved, and this has increased staff engagement.

## 5.4 What has been implemented and delivered?

All types of staff and stakeholders were generally positive that the CAS-3 process was working more smoothly by the end of the investment period (March 2022). There were several reasons for this. For example, some regions highlighted a greater success in securing properties and a support provider in one region explained that they had increased the size of the team and worked hard to build relationships with estate agents and landlords who were originally not keen on housing people on probation.

“We have got their trust and they see how we work and we pay them regularly ... the perception of people we are putting into the property is not the same as the reality. Now if an agent has a property, they are more likely to ring us first, second or third rather than tenth [down the list] ... it is developing relationships.”

### **Support Provider, CAS-3 case study region interview**

Since November 2021, one region had a new Commissioned Rehabilitative Service provider in place. The organisation worked with seven prisons in the region and sourced accommodation for people leaving prison. They supplied information to Community Probation Practitioners supporting them to refer people into accommodation which includes but is not exclusive to CAS-3.

Regular pre-release meetings were being held across all CAS-3 regions to discuss those who are due for release in 12 weeks' time, resulting in more timely referrals. One region stated that the quality of referrals had improved in that those getting referred were deemed appropriate for CAS-3.

The number of CAS-3 referrals across different local authorities, attrition rates, capacity and demographics of CAS-3 referrals were being monitored. A couple of regions mentioned having regular move on meetings where they discussed outcomes for individuals after they left CAS-3 accommodation. Across the CAS-3 regions, some people had moved on from CAS-3 into longer term accommodation, helping to sustain the benefits they had experienced in CAS-3.

“[Staff member from Support Provider] found options for me, and in the end found a tenancy for me. They were brilliant, I'm really thankful to the [Support Provider] team.”

**Person on probation, CAS-3 case study region interview**

The Head of Community Integration in one region explained that they were currently looking into providing a bespoke CAS-3 arrangement for women. They had a couple of projects in the pipeline aimed at those fleeing domestic abuse and providing more female-only provision.

**To what extent has the approach to implementation and delivery addressed the needs of people on probation?**

Qualitative feedback from staff, stakeholders and those currently or previously housed in CAS-3 accommodation demonstrated that the CAS-3 provision has provided accommodation to those who without it would have been homeless. People on probation were generally satisfied with the quality of the CAS-3 accommodation they were placed in.

“I was surprised about the property; I thought it was going to be a bit of a dive, but it was decorated nicely, clean, had a kitchen and equipment, brand new bed, cutlery, new toiletries, so I was pleasantly surprised.”

**Person on probation, CAS-3 case study region interview**

Support organised by probation officers while in CAS-3 accommodation included setting up a bank account, organising benefits, mental health and substance misuse support, and finding move-on accommodation. Some had also received help with CV writing and searching for job opportunities through Jobcentre Plus.

The survey conducted with CAS-3 staff revealed that three-fifths (60%) 'strongly agreed' or 'agreed' that the investment package had supported the needs of people on probation.

The top reasons given were that the investment had:

- met the need for suitable housing
- increased access to activities, services, opportunities and support
- improved outcomes / rehabilitation due to stability and positive start for people on probation
- provided time for staff and people on probation to focus on other areas. Staff had more time to focus on setting up more secure accommodation from Local Authorities or other housing providers, and to focus on other support needs. People on probation had more time to think about their wider needs, such as training and finding employment, as they had somewhere secure to live.
- improved collaboration between Local Authorities and agencies for in-reach support, prior to release.<sup>28</sup>

"This has been a real change in addressing complex cases with multi needs who are at high risk of harm and often end up as rough sleepers. This project desperately needs to continue."

**Staff in CAS-3 Temporary Accommodation, Staff survey**

"Never before has there been such an amazing opportunity for our [people on probation] to be housed, albeit temporarily, on release from prison. In my view this has given many the opportunity to stabilise and engage with support."

**Staff in CAS-3 Temporary Accommodation, Staff survey**

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<sup>28</sup> Part of the goal set out in the Probation Reform Programme Target Operating Model: "Ensuring a resettlement service starting in prison and continuing into the community (not to the gate or from the gate), by adjusting our approach to reach-in and preparation for release to provide continuity for individuals, and ensure appropriate support is in place."



However, 13 per cent 'disagreed' and six per cent 'strongly disagreed' with the statement that the investment package supported the needs of people on probation. In addition, around a fifth (18%) were neutral about whether the investment had / not supported people on probation.

The qualitative interviews also highlighted that the support received varied somewhat, with some people on probation feeling unsupported in finding more permanent accommodation to move on to. There was some discrepancy among people on probation in their understanding of whose responsibility it was. Some said that they had little involvement with it as their Community Probation Practitioner was dealing with it. Conversely, others felt the onus was on them to find permanent accommodation and highlighted concerns about what would happen if they had not sorted this by the end of the 84 nights, fearing they could be left homeless. There was no clear pattern between or within regions.

One person on probation explained that they had been offered move on accommodation, but it was a shared property living with four other people, and due to their mental health issues they did not feel able to move in. Meanwhile, another person on probation did not secure move on accommodation in time and was at risk of being homeless. He left a message with his police liaison officer saying that he would rather take his own life than live on the streets at 62 years of age. They subsequently were able to move him into a hostel where he could stay for 12-months and get more help to find somewhere permanent to live.

While not directly related to CAS-3, one person on probation was told by their Housing Officer that for the local council to help them to find a property they needed to have a local connection, which they did not have, so they were preparing to sleep on the streets.

"To get a local connection you need to be living in the area for 6 months for the Council to give you a property, but I've only been in the area for 3 months, so now I'm going to be homeless. All the hard work I've done is going to be undone now because I'll be living on the streets."

**Person on probation, CAS-3 case study region interview**

Where possible, placing people on probation in an area familiar to them could help to alleviate this.

While the qualitative research revealed that some people on probation who were also interviewed in Phase 1 have now moved on from CAS-3 and have a permanent address, a few interviewees were at the point of interview “sofa surfing” trying to secure their own property. One explained they were struggling to find a guarantor (which landlords had requested due to them receiving benefits), while another said it was their last day in CAS-3 accommodation and they were preparing to sleep rough.

“I don’t know what I’m going to do...it would be so nice if I could just stay in this property for a couple more weeks. I’ve done 2 clean drugs test every week, attended 3 appointments every week, I’ve done everything they’ve asked of me, staying off drugs, taking regular drugs test and now I’m going to be on the streets tonight.”

**Person on probation, CAS-3 case study region interview**

The challenge in securing move on accommodation was echoed across case study regions through interviews with staff. A case worker explained that referring someone for move on accommodation was difficult due to a lack of other accommodation and private landlords being wary of people on probation:

“You will always have a struggle moving someone on to their own forever home because there is nothing out there unless you go private and there are issues with that ... they are asking for guarantors who are homeowners, if working – how long have you been working for, wanting to see wage slips and bank statements.”

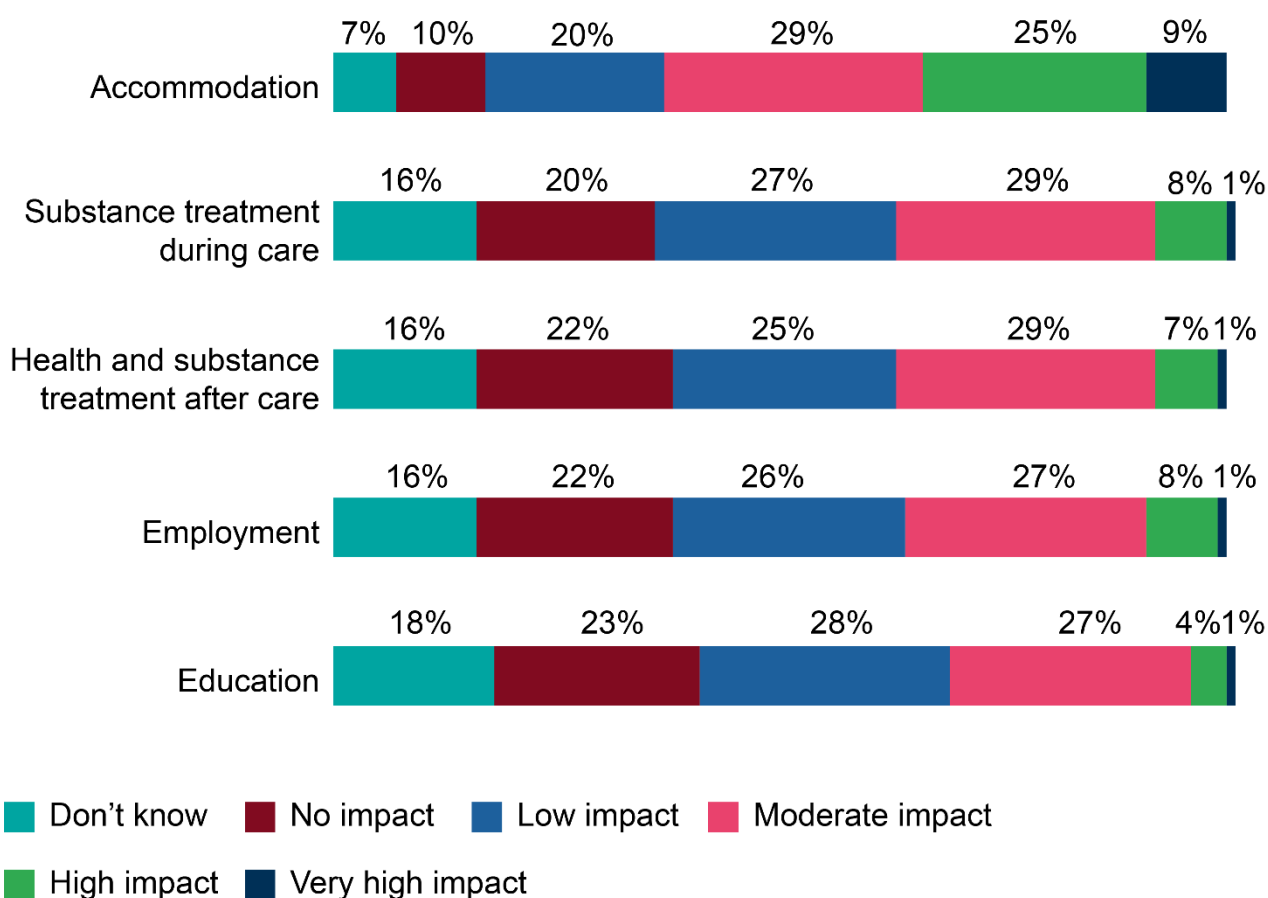
**Support worker, CAS-3 case study region interview**

#### *Areas where the investment has been successful*

The staff survey explored the extent to which staff felt the CAS-3 investment had impacted various areas of reducing reoffending. Three-fifths of staff (63%) reported there had been at least some impact to support people on probation to find and secure accommodation. However, it is worth noting that just under a third (30%) of staff felt there was low impact or no impact in accommodation support.

In all other areas of reducing reoffending (education support, employment support, substance treatment in prison and health treatment after leaving prison) staff felt there had been little impact, as was to be expected, as this strand of the investment was very much focussed on accommodation support.

**Figure 5.3: Perceived impact of activities on people on probation**



**Source:** Staff Survey. **Base:** Heads of Community Integration (HoCI), Community Probation Practitioners (CPP), Homeless Prevention Team (HPT) leads and Housing Specialists (187).

**Findings from the survey of people on probation in CAS-3 accommodation**

*Moving to CAS-3 accommodation*

Most participants (people on probation) who took part in the survey, came to CAS-3 accommodation from prison (64%), or Approved Premises (24%). On average people on probation had lived in CAS-3 accommodation for 44 days and were living with three other people. No differences in experience or engagement were seen between people on probation who had come to CAS-3 accommodation from prison or from Approved Premises, or by how many other people they were living with.

People on probation coming to live in CAS-3 reported being given an average notice period of 12 days of their upcoming move. One aspect this survey explored was whether people on probation took part in preparation sessions (e.g., how to be a good tenant, or

how to look after a home, prior to their move) to support their transition to CAS-3 accommodation. Only nine per cent of people on probation stated they took part in a preparation session prior to moving to their current accommodation. Of these, just over half had been in prison, and nearly a quarter had been in Approved Premises prior to coming to live in CAS-3 accommodation and would have received their preparation session there. Most of the 9% who did have a preparation session rated the helpfulness of preparation sessions positively (38% thought these were very helpful, and 30% helpful). Those who took part in a preparation session had an average notice period of 24 days, 12 days more than those who reported they had not taken part in a preparation session. It is possible that there was not enough time or resource to give the preparation sessions as the move was happening faster than usual, or that some sites may not be as organised, and people on probation may be told about their upcoming move too late to arrange a preparation session. It is also possible that people on probation who took part in the survey do not remember the preparation sessions or that they were called by a different name when they undertook them.

It is intended that all people on probation should be given information about the CAS-3 accommodation that they are moving to. While most reported they had received information about their CAS-3 accommodation (73%), around a quarter (27%) reported they did not receive such information. These individuals were significantly more likely to then indicate they did not want further help with looking after their property, managing finances, finding job opportunities or education/training, or finding substance misuse treatment. It may be that these people have less understanding of how to access support because they did not get the information, or that they are not engaging either with the information given or the support on offer, or simply did not need the help offered. This suggests that some form of attitudinal shift may have occurred towards support seeking, with people on probation being less ready to engage where initial communications were less pro-active. However, for those receiving support, having initial information did not affect how useful the support was perceived to be. Therefore, focus should be given to providing early initial information to encourage support take-up.

*Support worker contact/support*

The survey explored the frequency of contact by accommodation support workers. On average people on probation had received 4.75 forms of contact from support workers since entering the CAS-3 accommodation, with some stating they had received up to 30 forms of contact. Contact took the form of phone calls or face to face visits. Contractually the CAS-3 suppliers are required to offer once a week contact and at least one face to face fortnightly, so the number of contacts should relate to length of stay. Nine in ten (91%) rated support worker contact as ‘helpful’ or ‘very helpful’. Just ten people on probation (5%) stated that they had not had any support worker contact.

Frequent support worker contact is an important factor for people on probation. Where contact was more frequent this correlated positively with perceived support for finding permanent housing, managing money, and gaining treatment for substance misuse. However, people on probation did not feel that support worker contact would help them find work or access education/ training.

The take-up of support was higher for some activities than others, with fewer people on probation drawing upon employment and education support. It is possible that the temporary nature of this accommodation meant that if they found work, they may have to move and leave that job, or that they already felt confident about finding work, or did not intend to find work. Similarly, for education, it is possible that people on probation wanted to be in a more settled position before committing to any course of study.

**Table 5.2: Support offered and used from CAS-3 accommodation support providers**

<b>Has the support worker offered help on:</b>	<b>Yes – provided help</b>	<b>No – helped by others</b>	<b>Would like help but not yet asked</b>	<b>Don’t want help</b>
Advice or support in taking care of the property	60%	6%	2%	33%
Finding or exploring more permanent housing options	56%	21%	14%	9%
Sorting benefits and managing money	35%	22%	4%	38%
Finding or exploring job opportunities	23%	18%	7%	52%
Finding support for a disability or learning need	19%	9%	6%	67%

Has the support worker offered help on:	Yes – provided help	No – helped by others	Would like help but not yet asked	Don't want help
Finding or accessing education or training courses	15%	12%	7%	65%
Finding support/treatment for drug/alcohol use and well-being	25%	12%	3%	61%

**Source:** SHU survey of prisoners and people on probation. **Base:** People on probation in CAS-3 accommodation (181).

People on probation who indicated that they have a disability were significantly less likely than those without a disability to feel that their support worker was helpful in supporting them to look after their property (80%, compared with 92% of those without a disability) or their money (47%, compared with 77%). It is not clear why this is but may relate to those with a disability feeling that they needed specific help in looking after the property, and more specialist information about disability benefits from support workers. A larger proportion of people on probation who indicated they have a disability reported they did not want help finding work (72%) compared to those without a disability (49%). However, this may reflect that they do not need to or intend to work, due to their disability.

#### *Supporting future outcomes*

People on probation were asked to rate how their experience in CAS-3 accommodation had supported them for life in the future. Responses were generally positive with help to settle in the community, find housing, and keep safe being rated most highly.

**Table 5.3: Whether support will help people in CAS-3 accommodation for different aspects of their life in future**

	Strongly Agree	Agree	Neither	Disagree	Strongly Disagree
Settle in community (n = 183)	39%	48%	7%	2%	4%
Find housing (n = 179)	35%	50%	8%	3%	4%
Keep safe (n = 175)	47%	45%	3%	1%	4%
Find work (n = 116)	27%	49%	14%	7%	3%
Find education and training (n = 79)	23%	41%	19%	14%	4%
Access substance misuse support (n = 79)	32%	44%	14%	5%	6%

	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
Keep contact with friends and family (n = 155)	33%	43%	3%	1%	4%

**Source:** SHU survey of prisoners and people on probation. **Base:** People on probation in CAS-3 accommodation.

People on probation who did not receive initial information when moving to CAS-3 accommodation were significantly less likely to feel that the support they got while living in their accommodation would help them to find work, access education/training, access substance misuse support or keep in touch with friends/family. It is possible therefore that lower overall ratings for these future outcomes may be linked to perceptions of the help available to them.

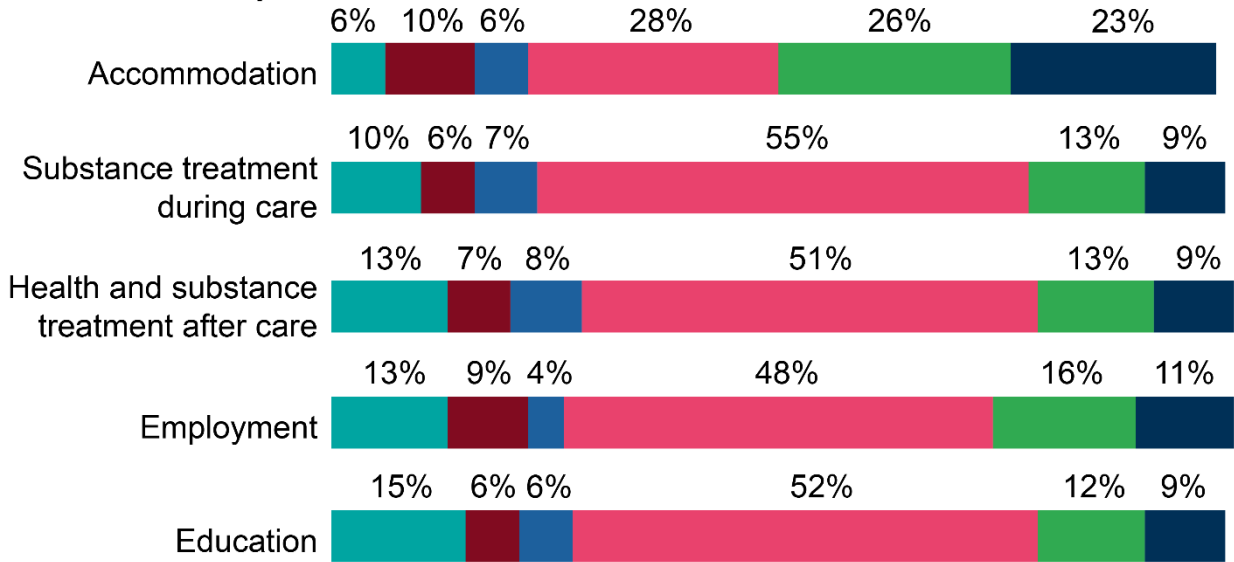
Most people on probation (95%) 'agreed' their CAS-3 accommodation would help keep them safe, however, those who indicated they have a disability were slightly less likely to perceive their CAS-3 accommodation as being able to keep them safe (88% 'agreed'). The reasons for this are unclear but could relate to them feeling more vulnerable, generally.

**To what extent has the approach to implementation and delivery addressed the needs of staff and partner agencies?**

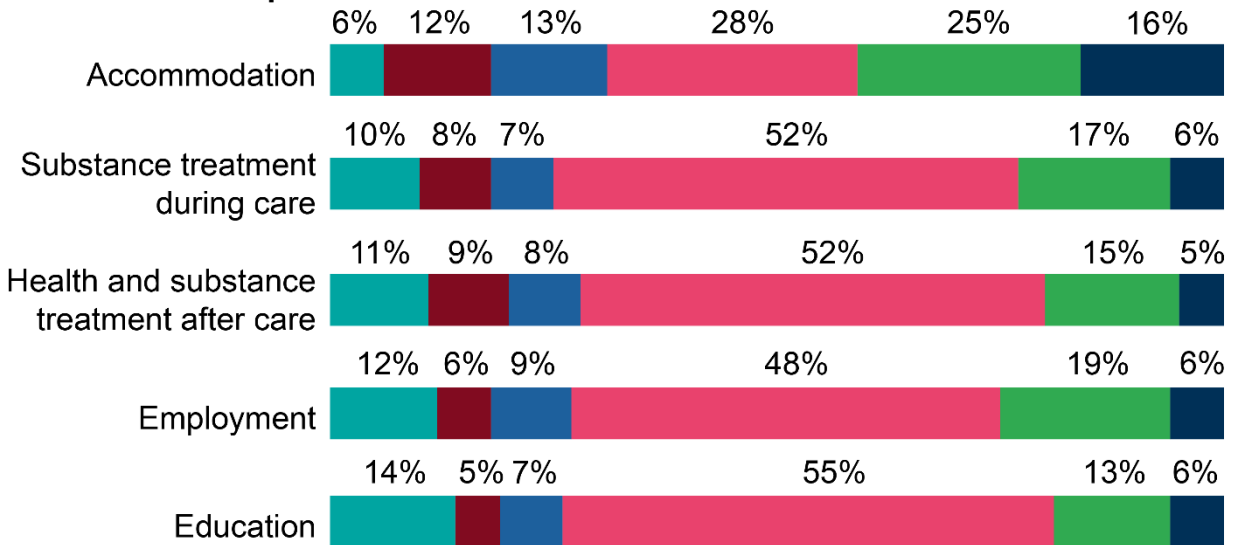
An important element of the overall investment approach was the building of internal and external partnerships around the core areas to reduce reoffending: employment, accommodation, health and education. In line with the strand focus, Figure 5.4 shows staff reported the most progress in building partnership working around accommodation both for internal and external partnerships.

**Figure 5.4: Impact on internal and external partnership working**

**Internal Partnerships**



**External Partnerships**



■ Don't know  
 ■ Much worse  
 ■ Slightly worse  
 ■ Stayed the same  
■ Slightly better  
 ■ Much better

**Source:** Staff Survey. **Base:** Heads of Community Integration (HoCI), Community Probation Practitioners (CPP), Homeless Prevention Team (HPT) leads and Housing Specialists (187).



However, views were split on the extent to which internal partnership working (within HMPPS) and external partnership working (with external stakeholders/partners) had improved in relation to accommodation support in the previous six to nine months.

Half of staff (49%) felt internal partnership working within HMPPS had improved in relation to accommodation support, but there was slightly less reported improvement for external partnerships with fewer staff (41%) indicating external partnership working had improved in relation to accommodation support.

There were some concerns around worsening partnerships around accommodation support. A quarter (26%) of staff felt external partnership working around accommodation had deteriorated and just under a fifth (16%) stated internal partnership working had worsened ('much worse' or 'slightly worse'). Reasons for this included: staff felt resources had been dedicated to implementing CAS-3 at the expense of other areas of accommodation work including building partnership working and exploring opportunities for co-commissioning. Also, staff felt the fast mobilisation period had caused challenges working with their partner agencies.

In all other areas of reducing reoffending (education support, employment support, substance treatment during care in prison, health treatment after leaving prison) internal and external partnership working remained largely the same, as was to be expected for this investment strand. In fact, it was surprising to see around 20–30% of staff saying this investment strand had improved partnership working in other areas of reducing reoffending without this being an objective. Improvements to partnership working were particularly made in supporting people on probation to be ready for, and find, suitable employment. Once people on probation knew they had accommodation and where they would be located, they were better able to concentrate on other areas.

“One of my service users wanted to resettle outside [area] and was placed in [new area]. He actively made links in [new area], got himself into college, engaged with the Local Authority in [new area], then got a job, linked in with a charity who housed him direct from CAS-3 property. He is continuing to make good progress in [new area].”

**Staff in CAS-3 Temporary Accommodation, Staff survey**

### *Benefits and challenges to staff*

There were numerous and multiple ways that the investment addressed the needs of staff in relation to the CAS-3 temporary accommodation provision.

Staff surveyed reported the top ways that the investment and associated activities had benefited them in carrying out their role:

- increased support for vulnerable people on probation (45%)
- improved staff awareness and collaboration across teams (8%)
- increased engagement with people on probation (8%)
- increased number of successful outcomes for people on probation (8%)
- temporary housing gave them more time to find suitable long-term accommodation for people on probation (7%).

“It has provided the much-needed extra level of support, knowing that there is another option when many other doors have closed for people who just need the simplest support to get back onto their feet. I have worked with women who had homes and jobs on entry to prison but lost them before release and who don't really have a support network. CAS-3 accommodation has provided the cushioning to get them back on their feet.”

**Staff in CAS-3 Temporary Accommodation, Staff survey**

“[It] takes the pressure off finding accommodation for residents coming out of prison and relieves pressure on staff.”

**Staff in CAS-3 Temporary Accommodation, Staff survey**

Staff surveyed reported the main ways that the investment and associated activities had presented challenges to them carrying out their role:

- complicated / administratively intensive processes (26%)
- housing crisis and lack of suitable accommodation (17%)
- extended support was not sufficient e.g., for move on accommodation, substance misuse (14%)
- poor communication / collaboration with and between various teams / agencies (13%).

“The form is very long, everything takes forever. A referral should be short, discussions can be had by phone about any particular issues instead of filling out forms. The process was not quick.”

**Staff in CAS-3 Temporary Accommodation, Staff survey**

“Personally, I've experienced little benefits in the sense that most of the time the "stress" of supporting someone with their homelessness issues are only being delayed by 84 days from release.”

**Staff in CAS-3 Temporary Accommodation, Staff survey**

“There are limited properties in the areas that the offenders live, sometimes it can make it worst to send them to new areas where they have no support.”

**Staff in CAS-3 Temporary Accommodation, Staff survey**

## 6. Conclusions

Building a broad level of awareness and understanding of the investment package through different staff and stakeholders is important to support its intended outcomes, because of the need to generate their buy-in to implementing change. While awareness and understanding varied across different stakeholders and between the different strands, the qualitative research did show that this improved over the lifetime of the investment.

Awareness and understanding of the CAS-1 Approved Premises National Investment was mixed and had not filtered through to on-site staff at the point of Phase 1 fieldwork (which was 3–4 months into the lifetime of the investment). While awareness had improved by Phase 2, it was still limited in this strand and the staff survey showed there was most room for improvement in how the activities were communicated. It should be recognised that this strand was the most diverse in terms of the range of different activities and programmes being implemented, but potentially these could have been ‘packaged’ and communicated more clearly from the beginning of the programme to give staff a greater sense of what it was trying to achieve.

While progress had been made in all three strands of the investment package, the speed and extent of this varied by strand and, within some strands, by region/ location.

- Among Prisons Trialling New Approaches, those with a focus on the employment theme had made the most consistent progress. Progress was influenced by when or if, the specialists had been recruited (at Phase 1) and when (or if) specialists had left their role (at Phase 2). Prisons Trialling New Approaches with the most progress had spent time early on to review and map services to understand the current landscape and had also prioritised building strong relationships with partner agencies. This was helping them to lay the groundwork for developing better services.
- In the CAS-1 Approved Premises National Investment, the areas with the most progress were staff training and development, maintenance/ improving the environment, equality, diversity and inclusion and the Central Referral Unit. The staff training had good engagement but the relatively short period left for roll-out

led to challenges in arranging cover at short notice, which could have been alleviated if the training had been put in place earlier during the investment. Progress in rolling out additional purposeful activities varied between sites and was affected by the impacts of Covid, both directly (due to restrictions on on-site services) and indirectly (as some previous partner organisations had experienced reduced funding and scaled back their services as a result). Some APs needed more encouragement to spend the additional budget for purposeful activities. Issues with the implementation of the drugs testing pilot meant this was delayed and the time taken to return test results diminished how useful they were, as people had sometimes moved out of the AP by the time the results came back.

- In the CAS-3 Temporary Accommodation investment, communications improved between Phase 1 and Phase 2 of fieldwork. Progress continued to vary by region as some had experienced delays in securing suitable accommodation due to high demand in the housing market. However, progress had been made in identifying suitable accommodation, building relationships with partner agencies and staff training around housing legislation and new referral and monitoring systems. There was some evidence of positive outcomes from people who had been referred into CAS-3 accommodation and received effective support for moving on to a longer-term tenancy, although the case studies also revealed a few examples of people who had since fallen into homelessness. Lack of suitable CAS-3 accommodation, and lack of suitable move-on accommodation, were the major challenges.

While each strand had encountered specific challenges, the following were consistent across all three strands:

- The duration of the investment, which – given the time it took to recruit programme specific staff and design and roll out certain new initiatives – was not considered long enough to both implement change and reap the benefits. Outcomes will be longer-term than what can be measured within the period of this evaluation.
- The additional challenge of recruitment for newly created roles had further curtailed the time available and impeded how much progress had been made at the point of Phase 1 fieldwork. Additionally, if people had left their roles before the

end of the investment there was not enough time to replace them. This left gaps and limited the extent that new roles could be embedded into 'business as usual'.

- The COVID-19 pandemic, which had restricted the ability to deliver investment activities.

It is important to reflect that, like any study, the research design had certain limitations, these are discussed in more detail in [Appendix D](#). In general, case study research may not be generalisable beyond the sites, prisons or regions explored in this research, and case study research in itself is difficult to replicate. That said, the combination of two-stage case studies with survey research has provided comprehensive evidence to underpin this process evaluation.

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## Appendix A

### Further details on the £50 million pound funding announcement



Ministry  
of Justice

**Lucy Frazer QC MP**  
Minister of State for Justice

Sir Robert Neill MP  
House of Commons  
London  
SW1A 0AA

**MoJ Ref:** ADR 084965

29 January 2021

Dear Sir Bob,

#### **INVESTMENT IN ACCOMMODATION FOR PRISON LEAVERS TO CUT CRIME BY REDUCING REOFFENDING**

Today we announced a £50 million new investment to reduce crime and improve public safety by tackling some of the key drivers of reoffending. The majority of this funding will be spent on temporary accommodation for prison leavers at risk of homelessness and investment in Approved Premises to enable closer supervision of the highest risk prisoners after their release from prison.

Tackling crime is a top priority for this Government. In 2018/19, around 80% of those convicted or cautioned had already received at least one previous conviction or caution. Therefore, in order to tackle crime, we must reduce reoffending by addressing the underlying root causes of crime. Our Sentencing White Paper, *A Smarter Approach to Sentencing*, set out our priorities in addressing reoffending as accommodation, employment and substance misuse treatment for prison leavers, and today I am writing with an update on how we will take forward our work on accommodation.

Getting prison leavers into accommodation is key because it provides a strong foundation for individuals to access treatment for addictions and mental health problems if they need it, find work and access other services that will support them to turn their backs on crime. It also enables better management of offenders back into the community in a way which maximises public protection. Findings from a report published by HMIP in 2020 showed that for service users released to settled accommodation, the percentage recalled or resentenced to custody was almost half than of those without such accommodation on release.



The £50 million package reflects a primary focus on accommodation for prison leavers but also includes funding to test innovative new approaches to improving rehabilitative support in custody. The package comprises of:

- At least £23m of funding to go towards the Government's plans to build 200 new spaces in Approved Premises. This will allow probation staff to closely monitor and support the highest-risk offenders in the community by funding new training for staff, increased security, and important repairs and maintenance. The expansion will see an extra 1,700 prison leavers receive closer supervision each year which is critical to improve public protection.
- Around £20m to be invested in supporting prison leavers at risk of homelessness into temporary basic accommodation for up to 12 weeks, giving them the foundation for a crime-free life. Launching in five out of the 12 probation regions in England and Wales, (the East of England, Yorkshire and the Humber, Greater Manchester, Kent, Surrey and Sussex and North West regions) it will support around 3,000 offenders in its first year. While there, offenders will be supported to move into settled accommodation.
- Investment in dedicated staff across at least 11 prisons to provide additional support to prisoners so that they are better prepared to access accommodation, healthcare and employment support services on release. These prisons will also rapidly implement and test a number of new, innovative approaches for improving rehabilitation in custody and rollout the successful ones to the rest of the estate.

This £50 million package dovetails with the £20 million investment into the Prison Leavers Project, totalling up to £70 million overall. This project will bring together organisations and stakeholders across the system to test innovative ways to support prison leavers to reintegrate into society and reduce reoffending. The project will develop, test and evaluate new cross-sector interventions; fund and support local leaders and agencies to improve join-up of local services; and stimulate tech-based solutions to these challenges from small businesses and start-ups.

This is the latest part of this Government's work to tackle the root causes of crime, demonstrating a significant commitment to reducing reoffending. Last week the Home Secretary and Secretary of State for Health and Social Care announced a £148 million investment to combat illegal drugs and provide substance misuse treatment. This investment takes a system-wide approach by giving extra resources to law enforcement to tackle the supply of drugs and at the same time, it delivers more money for drug treatment and recovery to help break the cycle of misuse and reoffending. This includes £80 million spent on expanding substance misuse treatment services to support the recovery of prison leavers with drug and alcohol addictions.

The £80 million investment will provide more specialist staff to deliver targeted support for prison leavers with substance misuse needs, as well as giving more scope to judges to refer offenders to these services. This is part of the Community Sentence Treatment Requirement (CSTR) Programme's drive to increase take up of community sentences with requirements to attend drug and alcohol treatment. The Programme currently operates in courts in 14 areas of England but will be increased to a further 8 by April 2021. Evidence shows there are a wide range of drug and alcohol interventions that can help to reduce reoffending, which is why investing in this initiative will

help reduce demand for illicit substances and divert people away from their addictions, ultimately making them less likely to commit further crimes.

Together, this additional £220 million investment represents a gear shift in the Government's approach to tackling crime and demonstrates its commitment to tackling the drivers of reoffending and giving those that come into contact with the Criminal Justice System the tools they need to turn their lives around and desist from crime.

I am placing a copy of this letter in the Libraries of both Houses.

Yours sincerely

A handwritten signature in black ink that reads "Lucy Frazer". The signature is written in a cursive, flowing style.

**LUCY FRAZER QC MP**

## Appendix B

### Further detail on Community Accommodation Service (CAS) tier structure

His Majesty's Prison and Probation Service (HMPPS) has created a Community Accommodation Service (CAS) to deliver appropriate targeted accommodation and support for prison leavers. CAS provides the opportunity to harmonise, enhance, and make more effective use of the total accommodation offer.

CAS consists of a three-tiered structure:

Tier-1 – Approved Premises provision for high-risk ex-offenders, with a public protection focus and intensive partnership working;

Tier-2 – Provision for low & medium risk offenders (formerly known as Bail, Accommodation & Support Services). This cohort consists mostly of offenders released tagged from custody on Home Detention Curfew but also includes those on bail; and

Tier-3 – Investment in the provision of temporary accommodation (up to 84 nights) for released prisoners who are homeless and supporting transition into settled accommodation.

## Appendix C

### Further information on the specialist roles within the Prisons Trialling New Approaches (including Housing Specialists as part of CAS-3)

**Housing Specialist** – The role had two main components:

- to assess strengths and areas for improvement with respect to accommodation on release and to reducing homelessness
- to develop effective improvement strategies and work with the Governor/Director and her/his team to implement sustainable change.

**Employment Advisor** – The role was focused on developing and overseeing an Employment Hub (EH), a resource within the prison, which was developed by New Futures Network (NFN) and connects prisoners with employment and contracted service providers and job opportunities on release. The primary function of role was to deliver outcomes on the opportunities generated by the New Futures Network Regional Brokers and National Employer Account Managers.

**Curriculum and Learning Progression Lead** – The role had two main components:

- to assess strengths and areas for improvement with respect to preparing prisoners well for genuine employment outcomes, based on individual starting points and labour market information,
- to develop effective improvement strategies and work with the Governor/Director and her/his team to implement sustainable change.

**Neurodiversity Support Manager** – The role is responsible for leading on supporting prisoners with needs arising from neurodiverse conditions. The focus of the role was firmly on supporting individuals to achieve and progress throughout their sentence. Part of the role is also to liaise with partners such as the Learning and Skills Manager (LSM) and the education provider to ensure individuals continues to be supported in the community.

**Health and Justice Partnership Coordinator** – The role was divided into two distinct, but interlinked sets of responsibilities. These were:

- Testing new and innovative approaches to partnership working to improve the continuity of care for people leaving the prison estate. The role was responsible for strategic leadership for improving health pathways from the custodial to the community setting level.
- Operational delivery – working with relevant local partners and HMPPS operational policy leads to develop practice as this relates to health-related release planning, designing and consulting on process to enable information sharing, the use of health-related licence conditions and understanding of health resettlement pathways.

**Drug Strategy Manager** – It was a strategic leadership role and was responsible for planning and managing the Drug Strategy in the identified establishment. The role also involved advising senior managers throughout HMPPS on the Drug strategy delivery in the establishment.

## Appendix D

### Detailed methodology

#### Overview of methodology

The process evaluation methodology consisted of three key elements:

- There was a total of 14 case studies involved in one of the three investment package strands (four prisons, five Approved Premises and five probation regions involved in the CAS-3 Temporary Accommodation investment). The case studies were conducted over two phases, once at the beginning of the investment period in September–October 2021 and once towards the end of the investment period in February–March 2022.
- A mixed mode online and telephone survey with MoJ and HMPPS staff involved in managing and/or delivering the activities funded by the investment package.
- A paper survey of prisoners based in prisons that were trialling new approaches, people on probation in Approved Premises and people on probation in CAS-3 temporary accommodation.

All research activities were conducted in accordance with the Government Social Researcher (GSR) guidelines on ethical evaluation practice such that:

- valid, informed consent was obtained before individuals participated in research
- reasonable steps were identified, and barriers removed to minimise the burden on respondents
- the research sought to avoid personal and social harm
- the confidentiality of information about research participants and their identities were protected.

All research was carried out by fully trained and experienced researchers and there was appropriate design of information and materials. The Ethics Committee at Sheffield Hallam University also gave ethical approval, which included a review of the research tools. All data collected was stored securely and compliant with GDPR regulations.

## Methodological limitations

### Case studies:

- Findings may not be generalisable beyond the case study sites/prisons/regions explored in this research.
- Case study research is difficult to replicate, thereby limiting the reliability of any future work conducted on the topic by other parties.
- The risk that interviewees may change their response to a question due to the interview being conducted face-to-face or remotely (via Zoom / Teams or phone). Although no systematic differences were identified, there is a possibility that this may have occurred in individual cases.

### Surveys:

- The questions in the surveys were not cognitively tested, so the degree to which the surveys measured what the research set out to measure may differ.
- Small base sizes limited the level of subgroup analysis that could be conducted.

## Case studies

Contact details for staff in strategic or management roles were provided to IFF Research by MoJ. A single point of contact (SPOC) for each of the 14 case study sites/regions was also provided by MoJ.

Two information leaflets were designed for participants to provide them with information on the research and further details about how the information they provide during the research would be used. One information leaflet was designed for staff and stakeholders, the other was designed for prisoners and people on probation. Information leaflets were also made available in Welsh if staff/ stakeholders or prisoners/ people on probation were Welsh speakers.

The SPOC at each site was provided with the two leaflets which they passed on to staff, stakeholders, prisoners, and people on probation. The SPOC then helped to arrange the face-to-face visit to the site and any additional virtual or telephone interviews that would not be possible to conduct during the visit. All moderators that conducted in prison interviews undertook a refresher training session that was run by Sheffield Hallam

University. The training focused on the practicalities of conducting interviews within this setting and best approaches for interviewing prisoners. All interviews were semi-structured, and a discussion guide was used to help structure the interview.

A brief document review and seven stakeholder scoping discussions took place before the Phase 1 case study site/region fieldwork. After the review and discussions had taken place, narrative summary documents were pulled together for each strand of the investment. These narrative summaries were used to inform the development and design of the discussion guides for the case studies. Four discussion guides were developed at Phase 1 of the case studies and each guide was focused on a particular audience of interest; site managers/ strategic leads, delivery staff, local stakeholders, and prisoners/ people on probation. The Phase 1 discussion guides focused on approaches to implementation and early learnings. At Phase 2 the discussion guides were reworked, so three of the guides focused on the specific strand of investment and contained questions for each of the professional audiences within that strand. The guide for prisoners and people on probation remained specific to this audience but covered the three strands of the investment. This adjustment at Phase 2 was undertaken to reduce duplication, streamline the review process and ensure that the guides were as user friendly as possible for moderators. The content of the Phase 2 discussion guides was more focused on the perceived outcomes and impacts of the investment.

The completed interviews across each strand and phase of the research have been outlined in [Table D1](#), [Table D2](#) and [Table D3](#).

**Table D1: Prisons Trialling New Approaches completed interviews by phase**

	Phase 1	Phase 2	Total
Stakeholder with overview of intervention	3	3	6
Specialists (specifics vary by themes within each prison)	11	9	20
Head of Reducing Reoffending	4	4	8
Prisoner-facing staff	6	6	12
Support providers	7	6	13
Prison Governors	4	2	6
Prisoners	17	20	37
<b>Total</b>	<b>52</b>	<b>50</b>	<b>102</b>



**Table D2: CAS-1 Approved Premises National Investment completed interviews by phase**

	Phase 1	Phase 2	Total
Stakeholder with overview of intervention	3	2	5
Strategic leads involved in Drugs pilot and maintenance work	1	2	3
Staff responsible for design of AP training	6	N/A	6
Heads of Public Protection	2	4	6
Area Manager	4	5	9
Site Managers	5	5	10
Broader staff involved in training opportunities	N/A	2	2
Residential Workers and Probation Support Officers	9	8	17
Support providers	6	3	9
People on probation living in Approved Premises	18	13	31
<b>Total</b>	<b>54</b>	<b>44</b>	<b>98</b>

**Table D3: CAS-3 Temporary Accommodation completed interviews by phase**

	Phase 1	Phase 2	Total
Stakeholder with overview of intervention	1	1	2
Regional Leads	8	6	14
HPT lead and HPT staff	6	5	11
Community Probation Practitioner (CPP)	6	5	11
In-prison Housing Specialists	5	6	11
Support Workers	5	2	7
Support providers	7	7	14
Other stakeholders	6	5	11
People on probation at risk of homelessness	13	17	30
<b>Total</b>	<b>57</b>	<b>54</b>	<b>111</b>

## Staff survey

The sample for the staff survey was provided by MoJ with individual work email addresses, so targeted invitation emails could be sent by IFF Research.

The introductory email was agreed with MoJ and provided some high-level information on the focus of the survey and how respondent data would be processed and used. The invitation email included individualised links for each staff member, so targeted reminders could be sent throughout the online fieldwork period. The online survey was launched on 1<sup>st</sup> February 2022. Two online reminders were sent on 9<sup>th</sup> February 2022 and 16<sup>th</sup> February 2022. The telephone follow-up with individuals that had not responded to the online survey took place between 23<sup>rd</sup> February 2022 and 15<sup>th</sup> March 2022. One final online reminder was also sent on the 10<sup>th</sup> March 2022.

A breakdown of the response rate by strand of the investment is outlined in [Table D4a](#).

**Table D4a: Staff survey response rates by investment strand**

	Sample	Completed surveys	Response rate
Prisons Trialling New Approaches	49	38	78%
CAS-1 Approved Premises National Investment	732	195	27%
CAS-3 Temporary Accommodation Investment	970	187	19%

## Prisoner and people on probation survey

The surveys were developed in conjunction with stakeholders to ensure their appropriateness for their intended audience. For example, a limit of 3 pages was set for the paper survey and emotive icons were used in most scales to ensure it was simple and easy to use. The surveys included supportive and informative introductory wording to facilitate completion and improve data quality. This information outlined the purpose of the research, the organisations involved in the research, how their data would be used and how they could take part.

The prisoner and people on probation surveys covered a range of topics. The Prisons Trialling New Approaches survey included 3 sections: experience of living in the prison; experience of support available and received in the prison in relation to each of the themes accommodation and employment, education, health and substance misuse; and demographic questions. The CAS-1 Approved Premises National Investment survey included 5 sections; experience of moving into the Approved Premises; experience of living at the Approved Premises; the support received; life in the future; and demographic questions. The CAS-3 Temporary Accommodation Investment survey included 5 sections; experience of moving into CAS-3 accommodation; contact with accommodation support workers; support needs and experience; views of life in the future; and demographic questions.

All surveys were in paper format for ease of dissemination and completion. Each of the selected sites nominated a SPOC to receive, distribute and collate the completed paper surveys. Dissemination routes such as the individuals who administered the survey varied by investment strand. All prisoners/ people on probation were provided with a means of contacting the research team if they had any questions. People on probation in CAS-3 accommodation or an Approved Premises were provided with direct contact details, whereas prisoners were given a named prison contact who could forward questions to the research team on their behalf. The surveys were distributed with a guidance document for SPOCs. The guidance document included key information on the nature of the survey and how the survey would ideally be administered. Key information on how to support individuals to complete the survey and avoid any response bias being introduced was included. The guidance also provided practical details on distribution, collection and how to return the completed surveys.

The surveys were posted to 16 Prisons Trialling New Approaches, 83 Approved Premises and 12 sites within the five CAS-3 regions across England and Wales. The number of surveys sent to Approved Premises and sites in CAS-3 regions was based on the capacity of each site. However, an equal number of surveys was sent to each of the 16 prisons, as the capacity of the sites was significantly larger than the Approved Premises and CAS-3 sites and the intention was to achieve 50 responses per prison. SPOCs were advised to

prioritise those who were close to leaving and/or who may be more likely to complete the survey.

The surveys were couriered to sites on 7<sup>th</sup> February 2022 and sites were given three weeks to carry out the data collection. Most sites achieved this within the timeframe, however, a handful of sites took slightly longer to carry out the data collection and return the completed surveys. Table D5b provides a breakdown of the response rate by investment strand.

**Table D4b: Prisoner & people on probation survey response rates by investment strand**

	<b>Number Disseminated</b>	<b>Number Returned</b>	<b>Response rate</b>
Prisoners in Prisons Trialling New Approaches	1620	753	47%
People on probation in Approved Premises (CAS-1 National Investment)	840	503	60%
People on probation in Temporary Accommodation (CAS-3 Investment)	520	192	37%

## **Prisons Trialling New Approaches survey respondent demographics**

This section outlines the demographics of the prisoners across the Prisons Trialling New Approaches who completed and returned the paper survey. The average age of prisoners in a prison trialling new approaches was 36 years (range 18 – 86), 91 per cent of whom were male. Prisoners reported, on average, being in prison for 539 days, and having 1185 days left to serve of their sentence. Over two thirds of the prisoners sampled identified as White British (67%), and 7 per cent identified as Other white background. Fewer prisoners identified as Black/Black British (7%), Asian/Asian British (7%), Chinese (1%), Mixed ethnicity (6%), or Other ethnicity (2%).

Half of the prisoners stated they had been in employment prior to being in prison (50%), with 28 per cent being unemployed and looking for work, 19 per cent being unemployed and not looking for work, and 2 per cent being in education. Just over a fifth (22%) of the prisoners identified as having a disability and/or learning needs. Nearly a third had no qualifications prior to being in prison (31%), 13 per cent having level 1 qualifications, over

a third (34%) having level 2 qualifications (e.g., GCSEs), 9 per cent having level 3 qualifications (e.g., A levels), and 12 per cent having degree level qualifications or higher.

## **CAS-1 Approved Premises National Investment survey respondent demographics**

This section outlines the demographics of people on probation staying in an Approved Premises who completed and returned the paper survey across the AP estate.

The average age of a person on probation in an Approved Premises was 39 years (range 18–87 years), and 92 per cent of the sample were male. The majority of the sample identified as White British (79%), with less representation from people on probation identifying as Black/Black British (5%), Asian/Asian British (6%), Chinese (1%), Other White background (2%), Mixed ethnicity (5%), or Other ethnicity (2%). People on probation reported having been a resident at their current Approved Premises for an average of 48 days (range = 1–456 days).

## **CAS-3 Temporary Accommodation Investment survey respondent demographics**

This section outlines the demographics of people on probation in CAS-3 accommodation across the five probation regions who completed and returned the paper survey.

The average age of people on probation in CAS-3 accommodation was 39 years (range = 18–81 years), 91 per cent of whom were male. Most people on probation identified as White British (83%), with few identifying as Black/Black British (5%), Asian/Asian British (3%), Other White (2%), Other (2%) or Mixed ethnicity (5%). Nearly a quarter of people on probation identified as disabled (24%).

## Appendix E

### Further detail on the approach to analysis

#### Case studies

Where permission was granted, the discussions were recorded. Where permission was not granted, detailed notes were taken by the moderator. An excel based analysis framework was created with key headings which were focused around key areas of interest within the discussion guides and the overarching research question. For example, at Phase 1 it included sections such as 'awareness, understanding and buy-in', 'implementation activities to date', 'partnership working' and 'overall reflections'. At Phase 2 the framework included several similar sections to Phase 1 but it also included sections on the 'impact of COVID-19, length of investment and wider activities' and 'outcomes for staff and prisoners/ people on probation'. This created a framework for the analysis and helped to ensure consistency in how the discussions were written up. After the discussions, researchers drew on the recordings along with any fieldnotes to input a detailed write up of each discussion into the excel based framework. The framework included key demographic information, descriptive notes of the discussion, direct verbatim comments from interviewees and interviewer observations. The project lead at IFF entered one of their interviews into the framework first, in order to provide an example of what was expected, including the level of detail required. The first entry by each researcher was reviewed by the project lead, and the full framework was reviewed periodically by the project lead and project Director to ensure the requisite level of detail was being maintained.

A thematic analysis approach was taken whereby the excel based analysis framework was interrogated by the researchers to identify the key themes within each of the topic areas built into the framework, Researchers drew out any key similarities or differences between the audiences, the sites and the individuals based at one site.

## Staff survey

Once the survey had closed, the data was cleaned, and using a Statistical Package for Social Sciences (SPSS), a file and computer tables were produced. Both files included all of the questions in the questionnaire and the computer tables also included a series of subgroup cross breaks (analysis variables). The computer tables included full significance testing (z-tests for percentages and t-tests for means). The tests are carried out to identify where findings are significantly different from the total and where they are significantly different from the other categories within a subgroup cross-break.

Once the data was inputted into the SPSS file and computer tables, researchers reviewed the processed data and isolated where patterns and significant differences had emerged. All differences noted within the staff survey data within the report are significant to a 95% confidence level: by convention, this is the statistical 'cut off point' used to mean a difference is large enough to be treated as genuine. This means the significant differences noted throughout this report have a 95% chance of being 'true' (i.e., due to a genuine difference in the groups being compared, and only a 5% chance that the results are just due to chance).

## Prisoner and people on probation survey

Once the completed paper surveys were received, a numerical code was given to each survey so that it would not be possible for a survey to be accidentally duplicated and uploaded twice. The surveys were entered into Qualtrics. Only one member of the Sheffield Hallam University (SHU) team had access to the account and was able to review the responses once entered. All paper surveys were confidentially disposed of once entered. Once entirely entered, the data was downloaded onto Excel and stored in a drive which only the researchers working on the project at SHU had access to.

All columns in Excel were given filters so that the data could be filtered and edited into the appropriate codes. The codes for Prisons/Approved Premises/CAS-3 regions and the corresponding survey numerical code was checked to ensure no surveys were entered twice. All Prison/Approved Premises/CAS-3 region codes were cleaned to make sure they were entered with the correct code. The data was stored as 'text choices', and all data was converted into numerical codes or numerical values.

All categorical responses were converted to numerical codes. Where users could select more than one answer for categorical choices, the number of responses selected was given a new data entry (e.g., if there were 6 options available and the user chose 3 options, a number 3 would be noted). Then the options selected were given binary codes (0 for not selected, 1 for selected). All continuous time data was cleaned to ensure that it represented 'days', rather than weeks, months, and/or years. All other continuous data (e.g., age) was cleaned to ensure it represented age in numerical years.

Where users should have only selected one answer, but multiple answers were selected, this was coded as missing data. Where users have selected 'Prefer not to say' or neglected to answer a question, this was treated as missing data and was coded as missing with the value '999' assigned.

Some users chose to write qualitative text on the survey, despite there not being an option for this response. A new data entry column was created to capture anything that had been written on the paper survey.

This was the final step to the data cleaning process, before analysis on Jamovi, a statistical analysis software tool, and Excel. To analyse the data on Jamovi, the data was copied and pasted, then given headings and categorised into nominal or continuous data.

Data was checked for normality and where normality was violated non-parametric versions of tests were carried out. The tests that were carried out were based on medians rather than means.

The analytic strategy included tests of difference between variables of interest on responses to show whether the investment activity had been noticed by prisoners and people on probation and impacted their experience of support. Further tests were run to determine whether experiences/perceptions differed by demographic and participant need. Correlations were explored to determine any relationships between demographics and experience/perception. All differences noted within the prisoner and people on probation survey data in the report are statistically significant.