



Ministry  
of Justice

# A Process Evaluation of the Enhanced Through the Gate Specification

## Final Report

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## **The authors**

Katriona Fahy and Ahmet Enginsoy are based at the Ministry of Justice, UK. Katriona designed and managed the evaluation. Ahmet led the second stage of fieldwork, and the analysis, for this project.

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# 1. Summary

This report presents the findings from a process evaluation of the transition to the Enhanced Through the Gate (ETTg) Specification in England and Wales. Fieldwork for the evaluation took place from November 2019 to March 2020, six months after the transition. 165 interviews were conducted with Through the Gate (TTG) teams, prison staff, and National Probation Service (NPS) staff in 20 prisons.

## Key findings

- Overall, interviewees felt that the enhanced specification had delivered positive changes compared to the previous specification.
- The most cited change with ETTG was the increase in resources, specifically the number of staff. Interviewees generally felt that the benefits of more staff included: more manageable caseloads, more time for multi-agency working, and more one-to-one time with service users. This, in turn, improved service delivery.
- Remaining challenges include: working with individuals serving short sentences, improving the communication between TTG and NPS staff, and easing the transition from prison to the community.
- Co-location of TTG teams with other teams (i.e. Offender Management teams) was found to improve communication.
- The ability to offer service users access to mentoring after release was praised by TTG teams.
- TTG staff reported that some cohorts (e.g. Home Detention Curfew and other early releases, prisoners on short-term sentences) remain disadvantaged in the provision of ETTG services due to their short time in custody.

## Specific pathway findings

- According to respondents, accommodation has seen the most notable improvement due to ETTG, with TTG staff not only referring service users to housing organisations but also actively chasing results. Interviewees stated that there were a lack of suitable accommodation options for people leaving custody.
- Staff felt that employment options remained limited for service users. Often, TTG staff supported service users' education, training, and employment (ETE) needs by signposting to the education department, or by helping with CV and disclosure letter writing.
- TTG teams in this sample reported having knowledgeable staff dealing with finance, benefits, and debt (FBD) needs. Providing a service to open bank accounts was demonstrated in 14 of the 20 prisons visited, and support for obtaining proper identification was demonstrated in eight prisons.
- The personal, relationships, and community (PRC) pathway was reported to be too broad to address diverse service user needs, including substance misuse issues, healthcare needs, family problems and reintegration into society. TTG staff instead often referred service users to specialist services available in custody and community for their PRC needs, as specified in the ETTG contract.



## 2. Introduction

According to HMIP's inspection report (2017), the original Through the Gate (TTG) service did not adequately support service users' individual needs, and therefore was failing to protect the public, reduce reoffending, and offer a service that delivered excellent value for money. There were key problems with the service, including service user dissatisfaction, a view by Her Majesty's Prison and Probation Service (HMPPS) and Community Rehabilitation Companies (CRCs) that the contract was too vague, and public criticism by HMI Probation that called for strategic changes.

In response, funding was made available to improve the service through an Enhanced Specification, with three levels of service to better cater to service users' individual circumstances. This involved a £22m per annum investment, with a mobilisation period from October 2018 to March 2019, followed by full implementation from April 2019. As a result, around 500 staff were recruited by CRCs and subcontracted organisations for resettlement and non-resettlement prisons. Mobilisation spend included IT and office space refurbishments for these new staff, who augmented the TTG teams already working in these resettlement prisons from the introduction of Transforming Rehabilitation (TR).

HMPPS also worked closely with the NPS to encourage them to commission the new enhanced service for those prisoners being released from non-resettlement prisons (NRPs), comprising about 5% of all discharges. This was to address the lack of resettlement services being commissioned for these high-risk prisoners, many of whom were discharged from specialist prisons such as those for men convicted of sexual offences. The NPS set a minimum level of purchasing (MLP) for ETTG early in 19/20, and this helped provide certainty of fee for use funding for CRCs allowing them to recruit extra staff to work in NRPs, some of whom are embedded in the prisons and some who work peripatetically. The MLP has also driven a great deal of activity in the NPS to strongly encourage Community Offender Managers (COMs) to commission from the rate card for their prisoners, as the money is spent up front at the beginning of the financial year based on the anticipated need for the service and if it is not used, is 'lost.' Information about how

this has improved commissioning for these prisoners is contained later in the report (see Chapter 4).

This process evaluation was designed to assess the early days of the ETTG specification and provide evidence about what had changed with ETTG, how staff were feeling about the transition, what was working well, and what was not. This report is based on 165 staff interviews in 20 diverse prisons in England and Wales, conducted between November 2019 and March 2020. The process evaluation was designed to assess:

1. What has changed due to the enhanced TTG spec, and what can explain these changes?
2. What is working well, and what have the main challenges been?
3. To what extent do stakeholders perceive there has been an improvement of the TTG service?

The main report consists of five chapters (including this introduction). The next chapter (3) describes the methodological approach adopted. Chapter 4 presents the main research findings around the implementation of ETTG, and challenges and successes associated with ETTG activities. It also utilises additional sources to evaluate the effectiveness of ETTG and discusses the limited data available about resettlement outcome changes based on staff interviews and previous research. Chapter 5 draws conclusions and makes recommendations. Appendix A presents the findings related to the four areas of service delivery: accommodation; employment, education, and training (ETE); finance, benefits, and debt (FBD); and personal, relationships, and community (PRC). Appendix B offers further information about participants and prisons in the sample. Appendix C presents information about the New Resettlement Model. The Interview Schedule used for interviewing respondents in this study can be seen in Appendix D. Appendix E provides a glossary for the reader's convenience.

### 3. Approach

- 165 semi-structured interviews with CRC, prison and NPS staff in 20 prisons
- Documentary analysis of service user feedback elicited in previous HMI Prisons and Probation inspections (2016, 2017, 2019, 2020) and HMPPS Digital (2020) interviews

The four sections below discuss:

- the evaluation stages,
- the sampling strategy,
- the selection of interviewees, and
- analysis.

#### 3.1 Evaluation stages

**Figure 3.1. Evaluation stages**



Research for this study was planned in two phases. Phase 1 took place in the six months following the implementation of the ETTG specification, with fieldwork conducted across

England and Wales from November 2019 to March 2020. This phase explored the issues and successes that were experienced in the immediate period following implementation through staff interviews. Phase 2 would have explored the ETTG implementation one year on since the roll-out (see Figure 3.1) and would also have included interviews with service users. However, Phase 2 was cancelled due to restrictions imposed on research activity as a result of the COVID-19 pandemic. Remote research methods were considered, but they were determined to be an inappropriate operational burden to place on frontline services at that time. Instead, an assessment of service user views was elicited from other sources such as previous HMI Prisons and Probation inspections and HMPPS Digital interviews, though the data are quite limited.

## 3.2 Sampling strategy

Prisons were selected purposively to produce findings that would be broadly representative of ETTG delivery across England and Wales (Appendix B). The research sought to achieve a variety of:

- CRC Contract Package Areas (CPAs) and National Probation Service (NPS) regions;
- public and private prisons;
- non-resettlement and resettlement prisons;
- male and female prisons;
- high, medium, and low-risk service users; and
- a range of prison sizes and security categories.

The prisons chosen were based in all seven NPS divisions, and 14 of the 21 CRC regions of England and Wales. From all NPS divisions, between one and four prisons are included in the sample. From each CRC region covered, one or two prisons are represented.

Of the 20 prisons selected, eight were non-resettlement, and 12 were resettlement prisons. Among the resettlement prisons, four were local, two were open, and one was a women's prison. Non-resettlement establishments comprised of training prisons, including

four exclusively holding men convicted of sexual offences, one prison for foreign national offenders (FNOs), and one Category B prison. Five of the establishments (a mix of local, women's and training prisons) were designated both as prisons (HMP) and young offender institutions (YOIs). One prison in the sample was run privately.

Selected prisons varied in size and numbers of releases. Most of the sample fell into two middle-size groups: five establishments with a capacity to hold between 400 and 600, and nine with a capacity to hold between 600 and 800 individuals.

### **3.3 Interviews**

The fieldwork involved 165 semi-structured interviews with 174 research participants from 20 prisons with staff in various roles within the Prison Service, the NPS, CRCs and their operational partners. The interviews were mostly conducted one-to-one, except in a few circumstances where researchers conducted two-on-one interviews to be flexible with staff demands. The majority of these interviews were face-to-face, although a few were conducted over the telephone where a meeting was not possible during the field visit. Research visits to all 20 prisons in the sample took place between November 2019 and February 2020, with telephone interviews conducted between the visits and after the completion of fieldwork.

The interviews lasted between a quarter of an hour to two hours and were recorded using encrypted digital voice recorders. The length of the interview (usually around an hour) mostly depended on how informed the participant was about TTG services. Interviews with TTG staff were the most detailed. Interviewees were assured of confidentiality and therefore, for anonymity, staff will be referred to with the pronouns 'they' or 'them.'

### **3.4 Interviewees**

Most of the interviewees (73) were Prison Service staff (See Figure B.1 in Appendix B). Researchers sought to cover a range of roles within the prison hierarchy – from governors to prison officers on the wings (See Figure B.2 in Appendix B). Employees affiliated with

the CRCs and their operational partners were the second-most interviewed with 66 respondents. 34 NPS staff, including senior probation officers (SPOs), prison offender managers (POMs), and community offender managers (COMs) were also interviewed.

### 3.5 Analysis

A third-party company transcribed the recordings. Transcripts were analysed using a software package for qualitative data. Researchers then coded the data line by line. Analysis focused on answers respondents provided to certain questions and identifying recurrent themes. The analysis also sought to identify contextual factors which may affect the findings. Secondary sources have been used throughout the report, to corroborate findings from the research, to compensate for the lack of an impact evaluation and a second, cancelled phase of fieldwork. Sources include:

**Table 3.1 Additional sources of information**

Key data source	Intended use	Method
<b>Community Performance Quarterly Data (2018, 2019, 2020)</b>	<ul style="list-style-type: none"> <li>To illustrate the present TTG outcomes in accommodation, employment and resettlement plan completions.</li> </ul>	The quarterly recorded rates of service users obtaining settled accommodation on the day of release (Figure 4.1), employment six weeks after release (Figure 4.3) and resettlement plan completions (Figure 4.7) were demonstrated as indicators of CRC performance.
<b>Her Majesty's Inspectorate of Probation (HMIP) Inspection Reports (2016, 2017, 2019, 2020)</b>	<ul style="list-style-type: none"> <li>To demonstrate the TTG resettlement activity and planning ratings between 2016 and 2020.</li> </ul>	These inspections aimed to examine how Through the Gate resettlement services were being delivered, and whether they were making a positive difference to resettlement.
<b>Operational and System Assurance Group (OSAG) (2020)</b>	<ul style="list-style-type: none"> <li>To reflect the voice of individuals who had contact with TTG teams.</li> <li>To show how OSAG's results relate to the findings of this evaluation.</li> </ul>	The audit focused on service users who had either been received into custody after 1 April 2019 or had been released after 28 June 2019 and had been in the community for at least three weeks. The audit examined cases where a custodial sentence had been imposed by assessing the practice in the identification of resettlement needs, pre-release planning and actions taken to address identified needs, including the delivery of mandated resettlement services.

Key data source	Intended use	Method
<b>Contract Management Team (CMT) (2020)</b>	<ul style="list-style-type: none"> <li>To evaluate practice in the identification of resettlement needs, pre-release planning and actions taken to address identified needs, including the delivery of mandated resettlement services.</li> </ul>	The CMT audit examined cases where a custodial sentence had been imposed. It assessed practice in the identification of resettlement needs, pre-release planning and actions taken to address identified needs, including the delivery of mandated resettlement services. CMT undertook 101 contract compliance assurance visits over 86 resettlement prisons and 6 non-resettlement prisons.
<b>HMPPS Digital (2020)</b>	<ul style="list-style-type: none"> <li>To reflect the voice of individuals who had contact with TTG teams.</li> </ul>	Interviews with ex-service users in the community (n=5) aimed to understand the processes taking place in custody to identify and record service users' basic resettlement needs.

### Limitations

Secondary data from several other sources were used to verify findings and report on trends pre-and-post ETTG. As this is a process evaluation and not an impact evaluation, statistical analysis was not conducted to understand the relationship between activities and outcomes. Caution is therefore recommended before attributing any changes identified to ETTG without consideration of other recent policy changes. Caveats attached to findings from this study, therefore, include a lack of comparable outcome data before and after the specification and caution in attributing causality. Additionally, the service user voice was not captured alongside the staff interviews. There were also policy changes coinciding with the staggered rollout of ETTG, including the Offender Management in Custody (OMiC) model which began to roll out in prisons in September 2019, and new prison education contracts which commenced nationally in April 2019.

## 4. Results

### Key findings

- Due to additional funding and a specification outlining operational best practice, ETTG brought an increase in: staff, co-location with other prison-based teams and greater use of mentoring services.
- While it is important to consider the context in which ETTG changes occurred, according to staff, service delivery has improved since the implementation of ETTG.
- Several challenges remain, and these have been taken into consideration in planning the New Resettlement Model being delivered as part of the reforms to the probation system which will be rolled out in 2021.

### 4.1 Context

There are various factors, external to the ETTG specification, which have been identified in staff interviews as strengthening or challenging ETTG service delivery. They are important to understanding the context in which ETTG operates and why it may be difficult to attribute certain inputs to outcomes throughout the findings. Within prisons, non-ETTg influences include:

- **Type of prison** – including men's or women's, resettlement or non-resettlement, security category, and whether it is privately run or not.
- **Systems in the establishment** – including roll checks, movement within, lock-in time, the frequency of lockdowns, release on temporary licence (ROTL) – affecting TTG teams' access to service users.
- **Population management** – CRC and prison respondents from four prisons criticised service users being sent to unsuitable prisons given their function (e.g. local), support available (no specialist programmes) or location due to overcrowding. Respondents from two local prisons explained that individuals would be received into custody in one, then transferred to the other even for short



sentences and released from the latter to the initial area of residence, which made it more difficult to arrange full local community support.

- **Environment** – for example, whether the establishment is stable and well-staffed, or overstretched, and whether it offers a rehabilitative culture. Staff stated that service users appreciated the safe environment in some non-resettlement prisons in the sample so much that they did not want to move to another establishment before release, even if that meant limited access to resettlement services.
- **Partnerships** – TTG teams and resettlement services rely on internal and external agencies for specialist support. Therefore, the wider the prison's catchment area, the more challenging this task. For example, signposting to other services was more effective in prisons already collaborating with a variety of agencies.
- **Leadership within prisons** – According to one interviewee, projects can “live or die by the enthusiasm and the importance that the number one governor gives it.” Senior probation officers also have a role to play in the visibility and understanding of TTG services among prison NPS staff.

In a broader context, multiple reforms happening at once (Offender Management in Custody and prison education contracts) made it difficult to attribute findings to ETTG specifically. Furthermore, the announcement of plans to merge the CRCs and the NPS back together in a new unified model has also increased job uncertainty, as the future of ETTG was unclear at the time of the evaluation. According to several interviewees, this resulted in a higher turnover of staff, and recruiting suitable staff became more difficult given the short-term contracts available until the reforms to the probation system due in June 2021.

ETTg is also operating in a context where at least 14 respondents also mentioned that the Prison Service had undergone years of underfunding. The respondents reported that the Prison Service had lost much long-term staff while prisoner caseloads have increased. A TTG manager had doubts that an in-reach rather than embedded model of resettlement services would work, because the situation in prisons in 2019 was substantially different from that in 2000:

*It used to work twenty years ago, when there were less prisoners, more staff, smaller caseloads, more wing staff, it did used to work.*

TTG Team Manager, non-resettlement prison

Interviewees also reported that due to underfunding of other government departments, there had been a decrease of housing stock suitable for prison leavers and of the accessibility of social care in the community.

Finally, the success of ETTG depends on skilled, motivated staff and engaged service users. While there has been an increase in trained resource, the engagement of service users, sometimes remains a challenge.

## 4.2 Implementation of ETTG

### Key findings

- Changes associated with ETTG included additional funding to support increased staff resource, required training, and co-location opportunities.
- Other changes included increased mentoring opportunities for service users.
- The increase in trained staff resource and therefore increased face-to-face contact with service users, combined with more opportunities for co-working through co-location, and more consistent support through the gate with mentoring services, were perceived to contribute to improvements in service delivery.

### Staffing and training

An increase in staff or staff hours was reported in 17 of the 20 prisons, inclusive of non-resettlement and resettlement prisons. Training that different CRCs arranged in preparation for the roll-out varied greatly in strategy, structure, and content. TTG staff interviews suggested they had received anywhere between one-and-a-half weeks and two months of training and/or job shadowing. Most CRCs opted to train all their TTG staff together, while others did this on a staggered basis. All CRCs provided an overview of the new specification along with service levels and recording systems and ensured prison-

readiness training for the new recruits. Some CRCs invited specialist agencies to deliver training on, for example, housing rights, finance, or domestic abuse. While some employees were offered personalised training plans, the lack of training for specific job roles was a frequent complaint.

### **Co-location**

Co-location with Offender Management teams was advised by the ETTG specification, and it was found by the Operational and System Assurance Group (OSAG, 2020) to have helped improve relationships and provide a more co-ordinated service in some prisons:

*All our teams are now based within the OMU [Offender Management Unit] departments, sat alongside colleagues from the OMU and DART [Drug & Alcohol Recovery Team]. [...] that integration of information exchange has made a huge difference in terms of service delivery, without a doubt.*

TTG Manager

Although co-location tended to be a positive development, it needed to be planned and managed effectively. For example, in one local prison, co-location was implemented as a 'pod' system with staff dispersed in mixed groups to improve information sharing. In another case, TTG staff were temporarily seated together within probation officers before moving into a separate room. With the temporary move not effectively communicated, relations remained strained for that period.

In at least eight prisons, TTG teams were not co-located with the OMU, primarily because of a lack of office space. In some of these cases, prisons prioritised TTG staff being closer as a team to other resettlement services or the service users. However, respondents in seven resettlement prisons reported positive changes to facilities available to CRC teams, (including new offices within, or closer to, the OMU), the use of new confidential meeting space or a training room for conducting programmes, and new equipment in the form of computers or phones. The overall improvements in IT and office equipment arrangement for TTG teams are also highlighted in the CMT findings. However, OSAG found that access to interviewing space continued to be an issue in some prisons.

## Mentoring

Service user feedback suggests that mentoring makes a positive difference. Generally, TTG teams from prisons which offered mentoring reported to be more confident about the follow-up support for service users. Post-release mentoring was additional support arranged by some CRCs, usually provided by local charities. The use of mentoring was often reported as a solution to make services ‘more through the gate.’ However, coverage was not universal as there is no national mentoring scheme to support prison leavers and some charities focus on specific cohorts such as veterans and care leavers. In five prisons, gate pick-ups and mentoring in the community were reportedly either newly added or used more heavily after the roll-out. TTG teams without mentoring support were also vocal about the importance of such a support.

## 4.3 Enhanced service delivery

### Key findings

ETTg was perceived to have brought improvements to the prisons, although some challenges remained:

- The increase in the number of trained staff allowed for more one-to-one time with service users and an increased opportunity for working with partners. This, in turn, allowed for TTG staff to monitor referral results and to put better through the gate provisions in place.
- Additionally, ETTg demonstrated the ability to deliver bespoke services tailored to individuals’ needs.

### More resources, more time

The most cited change due to ETTg has been the increase in the number of staff, which was felt to be a welcome improvement by all teams in the sample. In more than half of the prisons, TTG teams reported that due to the additional resource, caseloads decreased, and there was more time to work on a one-to-one basis with service users. Additionally, the enhanced resource reportedly allowed for increased partnership working, both inside and outside the prison, which consequently improved service delivery. Several TTG

respondents said that the ETTG specification allowed them to move from a “firefighting” situation to purposeful resettlement planning and provision.

### **Enhanced partnership working**

As ETTG exists at the intersection of prison and the community, strong links between both are key to its effectiveness. Interviewees largely felt that ETTG had had a positive impact on these relationships within the prison and the community.

TTG and prison staff from numerous establishments in the study reported better communication or coordination between different teams working within prisons, given the greater visibility of TTG teams, and the chance of more multi-agency working with the OMU, the NPS, and healthcare, mental health, and drugs services.

There were improvements in the relationships between TTG teams and probation services outside prisons, with participants from different establishments noting more contact between TTG teams and COMs. NPS COMs refer service users in non-resettlement prisons to TTG services. TTG teams were investing in this relationship by proactively liaising with NPS COMs, including attending meetings, presenting to COMs on what ETTG can offer or collating direct contact lists for COMs rather than emailing functional mailboxes. More detailed records were available for COMs, and they were invited to visit service users before release. As a result, it was easier for TTG staff to engage with COMs where their input was needed.

However, some participants pointed out the remaining challenges of working with COMs, which are also reflected in OSAG (2020) findings. OSAG (2020) respondents reported COMs were often hard to reach, and that the relationships with COMS could still be improved.

### **Less signposting, more specialist support**

While TTG teams’ work still involves signposting service users and liaising with multiple agencies, staff often reported being able to provide more support in-house and being able to take more ownership of referral processes. In eight establishments, CRC teams were offering more specialist support for needs such as debt, employability, health promotion, or relationships, rather than signposting to outside agencies as before. In nine prisons, the offer of programmes increased and diversified with, for example, workshops on disclosure,

help with CVs, money management, counselling, or specialised groups. Where TTG staff still had to refer service users, they chased results rather than just submitting, for example, applications for housing or referrals for healthcare, mental health, or substance misuse. Interviewees from three prisons suggested referral pathways had become clearer. However, OSAG (2020) reported that signposting and referrals to other services were not always followed up. The discrepancy in the comparative findings could be due to differences in methodology.

### **Improved continuity of service Through the Gate**

Prior to the new specification, TTG services were widely perceived as being 'to the gate' or disconnected from the provision in the community. Although the issue of continuity of services after release into the community was raised in most prisons in this sample, TTG staff from eight prisons said the disconnect between prison and community had narrowed with the introduction of the ETTG specification. Interviewees stated that this was due to the increased use of mentoring and gate pick-ups, along with promising practices like resettlement hubs. Improvements were also predicated on TTG teams' useful links with services in the community and improved relationships with COMs.

True through the gate support is not easy. A continuous pathway not disrupted by a change in prison or release is ideal for most TTG services; however, it is difficult to achieve. A governor gave an example of the challenge around providing social care packages for prison leavers:

*[...] we release prisoners who have been in custody often for very, very long periods of time, so for them, to go – to find the right accommodation for them, particularly older men, men with social care needs, it's not as simple as just finding a house or a flat. [...] men who live on our special accommodation wing, who are often in need of care packages provided by the local authority. So, if they're moving out of our area, we have to transfer the level of need, the level of care across to a new provider, they have to be reassessed, and in some cases, have to provide – or be provided with special equipment, or social care programmes.*

Governor, non-resettlement prison

### **Improved, bespoke, tailored service**

One of the aims of the ETTG specification was to facilitate bespoke services tailored to individuals' needs. Especially in resettlement prisons, TTG teams and governors reported that TTG teams can provide a bespoke service through an increased level of support and better resettlement planning. Interviewees from resettlement and non-resettlement prisons often said ETTG resulted in more diligent assessments and better resettlement plans. Furthermore, respondents from a quarter of prisons visited unanimously reported that there was more structure, direction, and consistency to resettlement services. Data from Community Performance Quarterly also show that resettlement plan completion ratings are consistently high (Figure 4.7). Service users' views, as identified in other research, have been generally positive about the support they have received from TTG teams, stating that the TTG team helped identify and support their needs. Service users also mentioned having sufficient time with staff, and that they felt the approach of the TTG team was caring (HMPPS Digital, 2020).

### **Ability to modify services**

When asked if they could modify a service to meet individual needs, CRC respondents gave overwhelmingly affirmative answers. Almost half of the positive responses suggested that the room for innovation came from their ability to better respond to an individual service user's needs, for example, by tending to immediate needs at reception into custody, arranging for release to a new area, gate pick-ups, or mentoring. More time and flexibility helped TTG staff to develop innovations that could be considered good practice. Examples identified included:

- developing pre-release and induction booklets;
- bringing employers or education providers to meet service users in prison;
- TTG staff attending during probation and legal appointments in prison;
- organising a consultation of several local authorities to streamline the Duty to Refer procedures;
- organising music or poetry events;

- setting up a resettlement hub where service users could have their licences processed, apply for benefits, charge their phones, obtain foodbank vouchers, or bus tickets, etc. on the day of release;
- issuing used mobile phones to service users being released; and
- accompanying service users to appointments in the community upon release.

### Improved pathway delivery

Table 4.2 provides summaries of support and challenges for each of the four key areas of service delivery (see Appendix A): accommodation; education, training, and employment; finance, benefits, and debt; and personal, relationships, and community. Identified challenges sometimes result from contextual factors rather than ETTG-specific challenges, but productive multiagency working and service availability is necessary to the ultimate success of ETTG.

**Table 4.2 Key findings of pathway areas**

Key pathway area	Support	Challenges
<b>Accommodation</b>	<ul style="list-style-type: none"> <li>• TTG staff offer the most proactive support in the area of accommodation:                             <ul style="list-style-type: none"> <li>– assessing needs,</li> <li>– identifying suitable options,</li> <li>– collecting documentation,</li> <li>– starting and chasing up housing applications, including DTR applications to LAs.</li> </ul> </li> <li>• TTG staff arrange support service users to apply for Universal Credit, which can be used toward rent payments.</li> <li>• TTG staff equip prison leavers with psychosocial skills to prepare for newly obtained tenancy.</li> <li>• CRC legal teams are providing advocate support for maintaining a tenancy.</li> <li>• Improved support for veterans and care leavers by engaging them with professionals to source extra funding and priority accommodation.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of suitable accommodation in the community, i.e. housing that is stable, safe and does not encourage reoffending.</li> <li>• Requirements of Duty to Refer procedures in England varies depending on the local authority and assessments are time-consuming</li> <li>• Temporary accommodation is not conducive to reducing reoffending.</li> <li>• Some service users (e.g. those on remand or home detention curfew) can be released with little notice, which makes planning their housing with little time challenging.</li> <li>• Stigma hinders the ability of SUs to</li> </ul>



Key pathway area	Support	Challenges
		<p>secure private rented accommodation. There are different levels of stigma and risk associated with different types of offending.</p> <ul style="list-style-type: none"> <li>• Where housing referrals are dealt by a housing organisation, TTG teams' success depends on the outside expertise.</li> </ul>
<p><b>Employment, training, and education</b></p>	<ul style="list-style-type: none"> <li>• The main responsibility of TTG teams for ETE was to signpost service users to suitable education, training, and employment opportunities offered by the prison Education Department in all prisons.</li> <li>• CV writing and disclosure were reported to be available in all ETTG services in the sample.</li> <li>• TTG staff were cultivating good relationships with some employers (e.g. Timpson and Greggs), helping service users to obtain employment on release Interviewees often reported TTG as providing motivational support to service users, either informally or through resilience training.</li> </ul>	<ul style="list-style-type: none"> <li>• Service users' lack of education, qualification and skills was the most cited challenge by staff.</li> <li>• Staff felt that service users prioritise basic needs like safety and income/benefits before employment.</li> <li>• Employers can be reluctant to hire ex-service users due to stigma.</li> <li>• TTG interviewees argued that by the time service users' needs are screened 12 weeks prior to release and many will have lost confidence in their ability to obtain employment.</li> <li>• Employment options for foreign national offenders can be limited due to the conditions set by the Home Office (Hostile Environment legislation).</li> </ul>
<p><b>Finance, Benefits and Debt (FBD)</b></p>	<ul style="list-style-type: none"> <li>• Support with opening bank accounts was demonstrated in 14 out of 18 prisons of the sample and support for obtaining proper identification in eight out of 18 prisons.</li> <li>• As Universal Credit cannot be claimed in custody, TTG staff set up DWP appointments for service users to claim benefits upon release.</li> <li>• TTG staff contact creditors and negotiate debt on behalf of service users. In some cases, balances are lowered, and in others, payment</li> </ul>	<ul style="list-style-type: none"> <li>• TTG staffs' ability to support service users is predicated on their openness with workers. When service users are reluctant to share the details of their financial situation, necessary measures cannot be put in place.</li> </ul>

Key pathway area	Support	Challenges
	<p>plans are set up. Additionally, staff reported facilitating phone calls to file for bankruptcy.</p> <ul style="list-style-type: none"> <li>Equipping service users with financial capability skills through group work and one-to-one sessions.</li> </ul>	<ul style="list-style-type: none"> <li>As Universal Credit cannot be claimed in custody, service users face a delay in receiving Universal Credit payments after release. The support varied in each prison as some had specialist staff, whereas a few provided leaflets to service users on how to apply to Universal Credit; this can leave some service users vulnerable.</li> <li>Universal Credit is paid monthly, which is a challenge for service users who lack money management skills.</li> <li>Companies (e.g. banks, utility providers) lack protocols for dealing with clients in custody, which makes managing prisoners' debt challenging and time-consuming for TTG staff.</li> </ul>
<p><b>Personal, Relationships and Community (PRC)</b></p>	<ul style="list-style-type: none"> <li>TTG staff described how they facilitate the transition to community substance misuse services in the absence of a specialist drug and alcohol agency.</li> <li>Support for family relationships varies, but often includes family visit days, group work, and child contact support.</li> </ul>	<ul style="list-style-type: none"> <li>TTG staff quoted substance misuse as the most frequent PRC challenge for service users leaving prison.</li> <li>Even though TTG teams offered assistance for GP and mental health team registry, referring service users with no fixed abode was reported to be a challenge.</li> <li>Prison has a dramatic impact on family relationships, and maintaining them is a key challenge.</li> <li>Reintegration into society was often cited as a challenge for service users</li> </ul>

## 4.4 Remaining challenges

Although service delivery has improved with the enhanced specification, several challenges remain. These include:

- service user engagement;
- operating within CRC boundaries;
- data sharing; and
- meeting the needs of specific cohorts including recalls, short custodial sentences, transfers and those with no clear release date.

### Service user engagement

Service users' refusal or non-engagement was frequently cited as a barrier to receiving ETTG support. This might happen for several reasons, according to interviewees:

- Some service users may not need support as they have their previous job and accommodation waiting for them.
- Otherservice users do not trust the TTG staff, do not want to change their lifestyle or are afraid to leave the wing.
- In some cases, service users do not refuse to engage but do not disclose full information about their needs. For example, it is important but may be difficult to find out an individual's financial situation. Some service users may be too proud to ask for help. Others are themselves unaware of their growing debts, assuming they would have stopped as they came into custody or expecting to continue receiving benefits while in prison.
- Mental health issues or learning difficulties and disabilities also present a barrier in some cases.

TTG staff were found to have developed strategies to adopt when service users refuse their services. These included conducting motivational interviewing, putting leaflets under cell doors, and offering support on multiple occasions in case the service users change their minds.

### **Operating within CRC boundaries**

Interviewees described the level of support to be better for service users who were released within the CRC area that the TTG service comes from. CRCs offer a comprehensive provision to the service users being held in prisons and released within their region. Those resettling in another region lose vital elements of that support because these services are provided locally. For example, while a service user may benefit from mentoring, they are usually ineligible for mentoring services if released beyond the catchment area of the relevant CRC. The discrepancy between release areas and available support was often highlighted by TTG teams:

*You could have two people sat in a prison cell and one will have x, y and z in place because they're going to a specific area, and the next has absolutely limited opportunity because, just, the area that they're going to live, the resettlement planning is so hard.*

TTG Manager

### **Limited data sharing between IT systems**

Contractually, TTG staff are only required to record interventions on OASYS. However, COMs use nDelius and need to be alerted to check OASYS. In addition to uploading information onto three systems, TTG staff try to stay in contact with other stakeholders via email. There are also spreadsheets used by TTG teams internally and other casework recording systems specific to agencies providing specialist support, e.g. Citizens Advice. While these are all effective practices for partnership working, in the absence of one data-sharing system, TTG interviewees thought that recording of services delivered was arduous and took the time that could more usefully be spent with service users.

### **Cohort-specific challenges**

The vast majority of ETTG support starts in the resettlement window, i.e. minimum 12 weeks before the planned release date. According to CRC staff from different prisons, TTG involvement can start from up to 13 to 15 weeks prior to release although, even then, it may still be challenging to complete the resettlement arrangements for service users with complex needs in time. The timeframe associated with ETTG services, along with the multi-agency nature of the process, creates challenges in responding to the needs of some cohorts, as discussed below:

- **Recalls** – OSAG (2020) also found that processes were not agile enough to work effectively with those who returned to prison on a regular basis and within short periods of release. These individuals typically return to the same prison where they are well-known, but adherence to standard processes results in lost opportunities to build on work started during earlier sentences.

*[...] For example, a fourteen-day recall, what are we going to do with a fourteen-day recall? We get people that'll be sentenced today, that might be out in two days. We've not got a fighting chance to help them or to do anything with them.*

Head of Reducing Reoffending, resettlement prison

- **Short custodial sentences** – Short sentences are an important barrier to fully accessing resettlement services. It may take six weeks for a prisoner to open a bank account. Local authorities ask for housing applications to be submitted within 56 days of a service user's release date, so TTG staff submit them as early as possible. In local prisons, especially, many residents are serving shorter sentences, which limits how much TTG teams can achieve:

*You just haven't got scope to deliver [...] I mean the majority – our cohort at the moment, 70 per cent I'd say, less than 12 weeks. And if you think a lot of resettlement processes are booked up to 12 weeks pre-release. But you just don't – you're not afforded that 12 weeks period timeframe to work with individuals and I think we're seeing more and more people coming in on weeks, two weeks, three weeks, four weeks.*

TTG staff, local prison

- **Transfers** – Transfers between establishments can also reduce the time available for resettlement delivery. Service users should have been assessed at reception into custody but may be transferred without the Basic Custody Screening Tool (BCST 2) being completed, which means their needs still need to be established before services can be provided after the transfer. Some transfers happen even in the resettlement window, which can disrupt service delivery. TTG staff reportedly tried to keep up with the changing situation. For example, in one large resettlement prison, staff identified incoming prison transfers at reception

and referred them immediately for a TTG appointment. In another one, the TTG administrator tracked any transfers in and out.

- **No clear release dates** – It is hard to plan resettlement in certain cases, where service users have no clear release, including:
  - Parole releases;
  - Remand cases awaiting trial;
  - Home Detention Curfews (HDC);
  - Foreign nationals awaiting deportation;
  - Recalls to prison after breaking the licence conditions; and
  - Life or indeterminate sentences that do not have a set release date.

It should be noted that HMPPS were aware of this issue and sent out communications to clarify that TTG staff should be working to deliver services from 12 weeks prior to the earliest expected release date (including the HDCED – Home Detention Curfew Eligibility Date). One TTG manager did confirm that the team worked towards the earliest eligible release date. Yet, largely, TTG interviewees thought they did not have enough information about plans for an individual prisoner that would allow them to arrange services in time for release.

## 4.5 Measuring outcomes and effectiveness of ETTG

### Key findings

- It is challenging to assess the effectiveness of the enhanced specification due to the issues around recording outcomes for TTG and capturing TTG within data sources available, attributing to the lack of data on outcomes in this area.
- The percentage of service users who obtained accommodation and employment after release from custody did not increase following the introduction of the new TTG specification from April 2019 to December 2019, though staff felt that the enhanced specification improved these services.

Governors and TTG managers often raised issues around outcome measurements, predominantly revolving around the design of recording and reporting outcomes.

The governor of a resettlement prison criticised TTG measurements for emphasis on *processes* instead of *outcomes*. He suggested that a focus on various outcome measures could alleviate the uncertainty surrounding the impact of TTG. Several participants complained that their efforts and successes in supporting service users with substance misuse issues or financial problems would not be registered within the current measurements. Some TTG teams also reported producing monthly performance reports and case studies which may help in capturing the holistic effect of TTG.

Respondents also reported that the quantitative nature of the measurements might not fully capture the work done by TTG teams. A Head of Reducing Reoffending highlighted the challenge in measuring the impact of signposting done by TTG teams. Similarly, TTG respondents argued that success achieved by TTG teams might not be fully represented in the collected data.

*We've had people leaving [the prison] that the resettlement teams have done an awful lot of work to get them into a rehab somewhere up north, and because they couldn't get there that day on the train and they had to stay the night at their mum's on the way, that counted as a fail. Whereas, you know, [...] they went into*

*that rehab, they did their six months in there not just twelve weeks, and successfully completed it.*

TTG staff, resettlement prison

Whilst the key message appeared to be that the quality of the service had improved with ETTG, this was arguably based on anecdotal evidence in the current study since not everyone could access robust evidence of impact and some Heads of Reducing Reoffending reported being uncertain of the specific impact ETTG has had on reducing re-offending outcomes.

Respondents who reported ETTG as not having an impact on service users, or where they were unsure of the impact, were mostly from non-resettlement prisons. This indicates that there may be a discrepancy in the knowledge of ETTG services based on the resettlement status of the prison.

The national quarterly recorded rates of service users obtaining settled accommodation on the day of release (Figure 4.1), employment six weeks after release (Figure 4.3), resettlement plan completions (Figure 4.7), and increased ETTG commissions from non-resettlement prisons as per release data (Figure 4.6) were demonstrated as indicators of CRC performance (Community Performance Quarterly data, June 2020).

As stated in the Official Statistics Bulletin Published 30 July 2020, with figures from January 2019 to March 2020, “There was a minimal impact from COVID-19 on performance for Q4 2020 (Jan–March 2020). However, there may be small localised effects due to government regulations introduced in [the] final week of March 2020 which saw some changes to normal probation operations.”

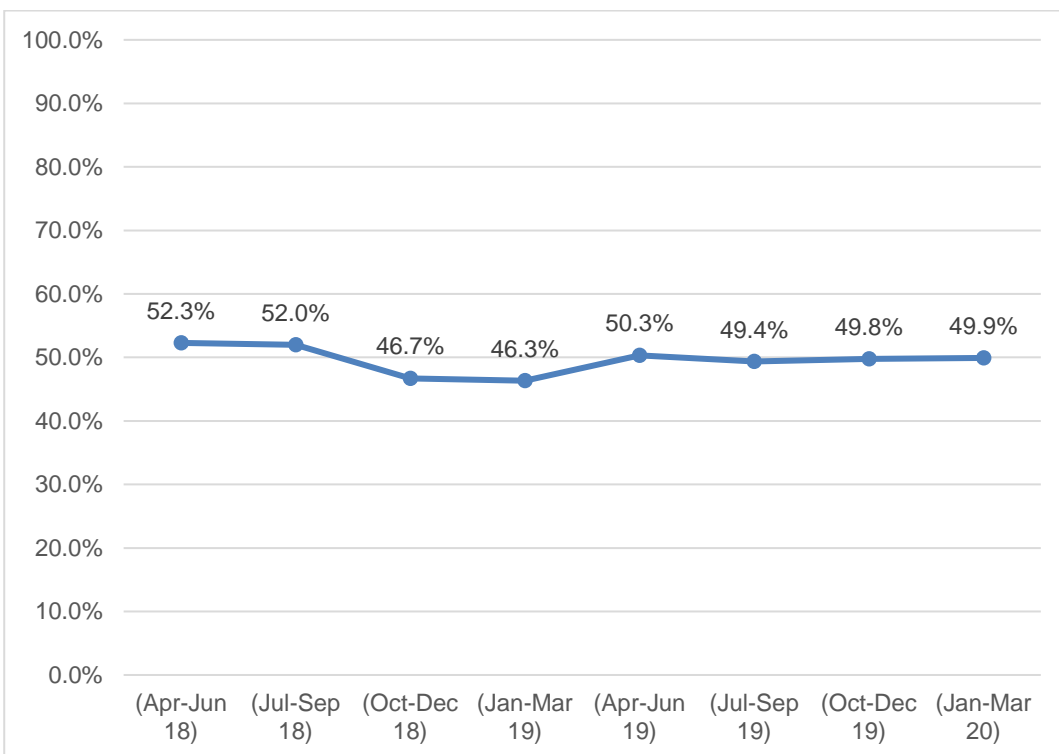
### **Accommodation**

Community Performance Figures published 30 July 2020 show that accommodation circumstances remain stable. 81% of service users released from custody, where their status was known, had accommodation on the first night of release, whilst 19% are homeless, where accommodation circumstance is known. This is unchanged from the previous year.



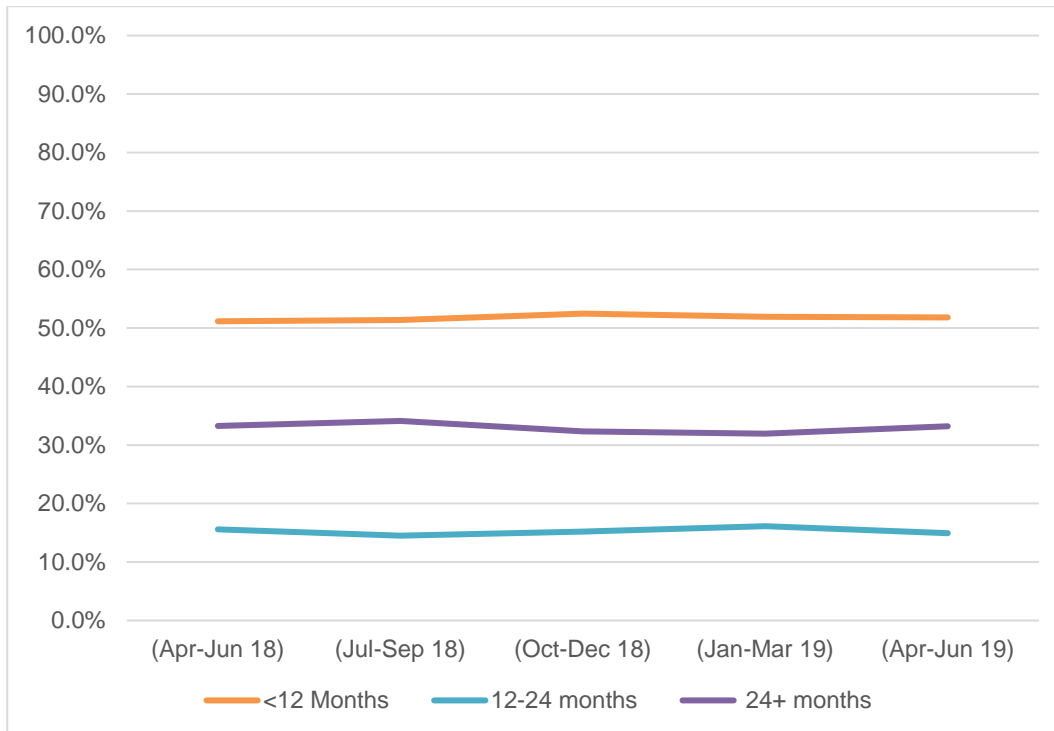
ETTG is particularly interested in settled accommodation rates. Figure 4.1 indicates that there was a slight increase in settled accommodation at the period following ETTG rollout. There was a decline from April–June to July–September and then an increase in settled accommodation during October–December. The rates seem to be stable after October to December. Further information about TTTG teams and accommodation support can be found in Appendix A1.

**Figure 4.1 Percentage of service users obtaining settled accommodation one day after release**



Source: Community Performance Quarterly Statistics, Accommodation Circumstance Tables, April 2018 to March 2020, Table 15

**Figure 4.2 Percentage of service users obtaining settled accommodation one day after release, by sentence length**



Source: Community Performance Quarterly Statistics, Accommodation Circumstance Tables, April 2018 to March 2020, Table 15

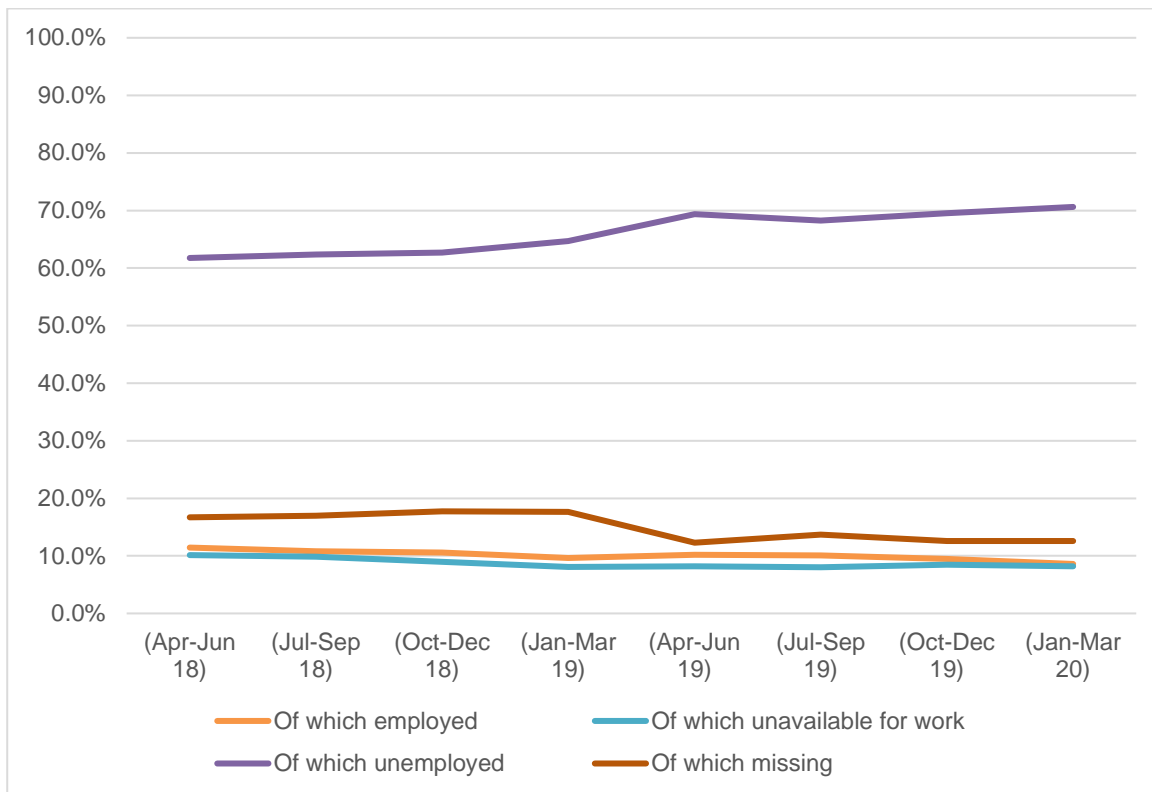
In the period following ETTG rollout, accommodation trends for those of varying sentence lengths remained stable (see Figure 4.2). This contrasts with the interview data, which found that service users on short custodial sentences can be disadvantaged in the delivery of ETTG.

### Employment

According to the Official Statistics, Bulletin Published 30 July 2020, for the period January 2019 to March 2020, “[...] employment rates have fallen. Of offenders released from custody who are available for work and where employment circumstance is known, 12% are employed six weeks following their release while 88% are unemployed. This is down from 14% employed in the previous year.”

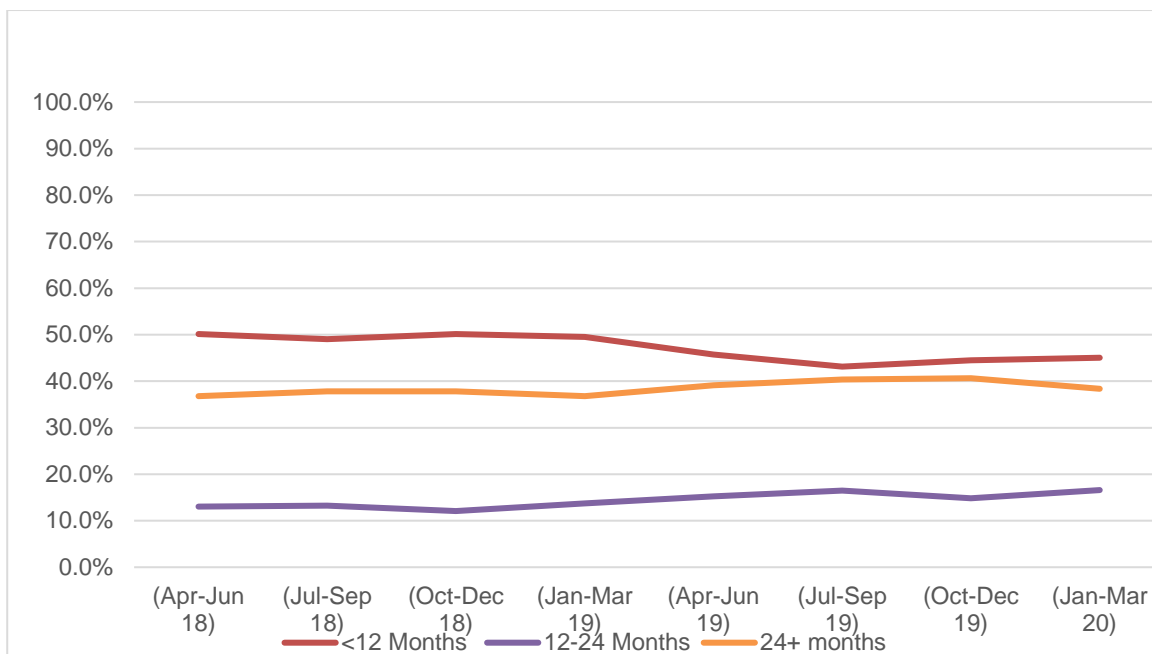
The chart of employment circumstances in the period after ETTG rollout shows that the circumstance of employment 6 weeks after release remained relatively stable, as did the other employment circumstances of ‘unavailable for work,’ ‘unemployed,’ and ‘missing.’

**Figure 4.3 Circumstance of employment by percentage 6 weeks after release from custody**



Source: Community Performance Quarterly Statistics, Employment Circumstance Tables, April 2018 to March 2020, Table 8

**Figure 4.4 Percentage of service users with a circumstance of employment 6 weeks after release from custody, by sentence length**



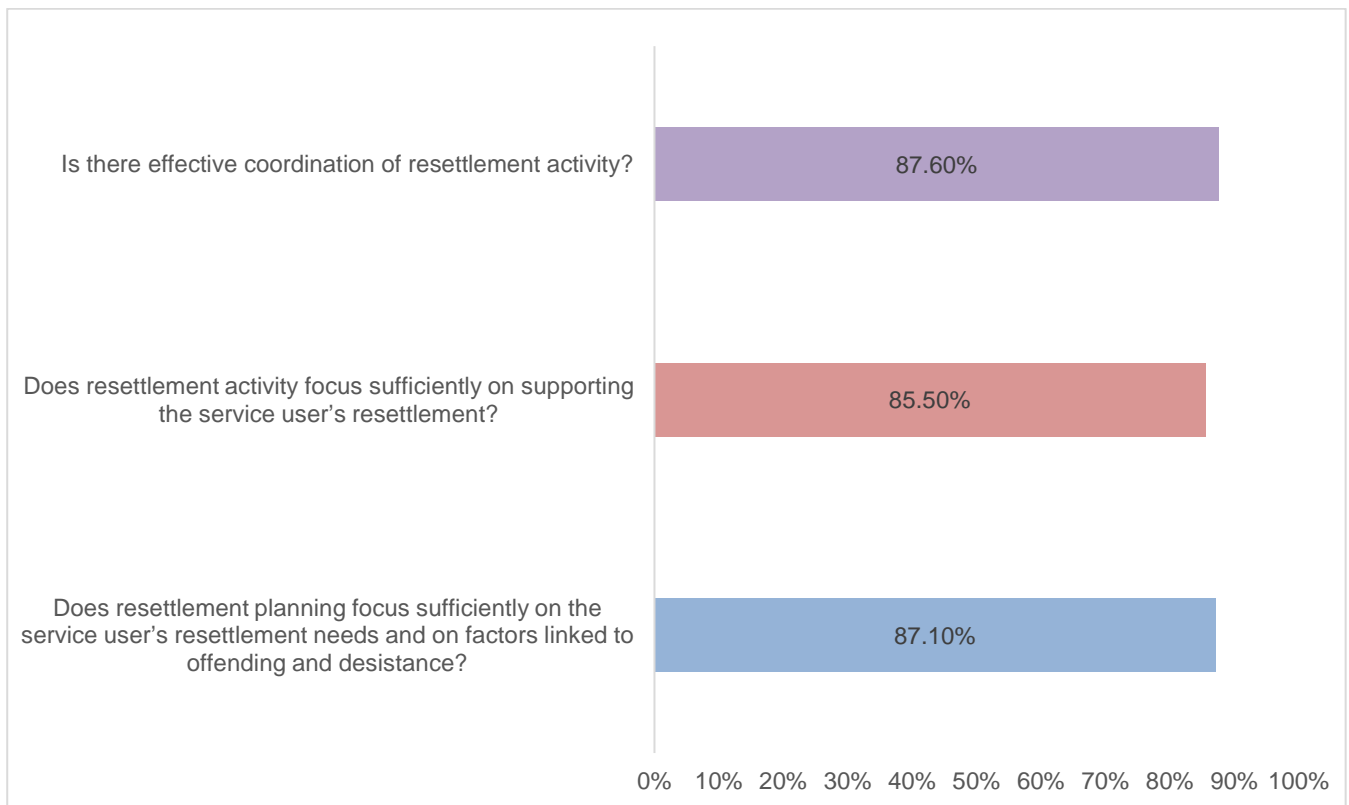
Source: Community Performance Quarterly Statistics, Employment Circumstance Tables, April 2018 to March 2020, Table 15

Employment rates for individuals with sentences between 12–24 months increased from April 19. However, those on 24+ months sentences decreased since ETTG roll out.

**Improved service provision**

Evidence from the most recent HMI Probation inspections have reported significant improvements in service provision following the introduction of the new TTG specification. All inspections of through the gate services have been rated as good or outstanding since the implementation of ETTG. The HMIP inspection (2020) focused on ten CRCs and inspected 299 service user cases. The service provision was reported to have improved, compared to that reported in earlier HMIP inspections (HMIP 2016, HMIP 2017). The latter of these reports (HMIP 2017) criticized TTG services, for lack of coordination and being insufficient in identifying the needs of service users. However, responses to three key questions to evaluate the performance of the ETTG service in the most recent inspection report (HMIP 2020) also indicate positive results (the percentages represent the calculation of ‘yes’ votes; see Figure 4.5). Numerical comparison with earlier inspections was not possible as the method of data collection was different.

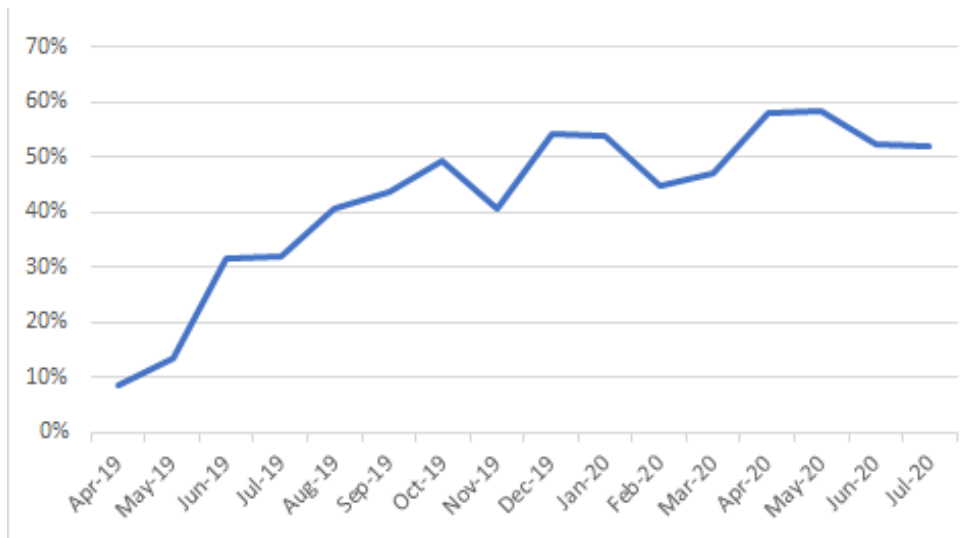
**Figure 4.5 HMIP 2020 Inspection key question scores**



Source: 2020 HMIP Inspection Q-Scores

Similarly, CMT results have indicated 78% of prisons were rated Green/ Amber Green for overall TTG service delivery. The recent OSAG audit also reported on the improved service provision, rating three of the five CRCs as sufficient overall in their delivery of the enhanced specification. These findings agree with the vast majority of the staff interviewed for the ETTG evaluation.

**Figure 4.6 Referrals to ETTG for service users in non-resettlement prisons**

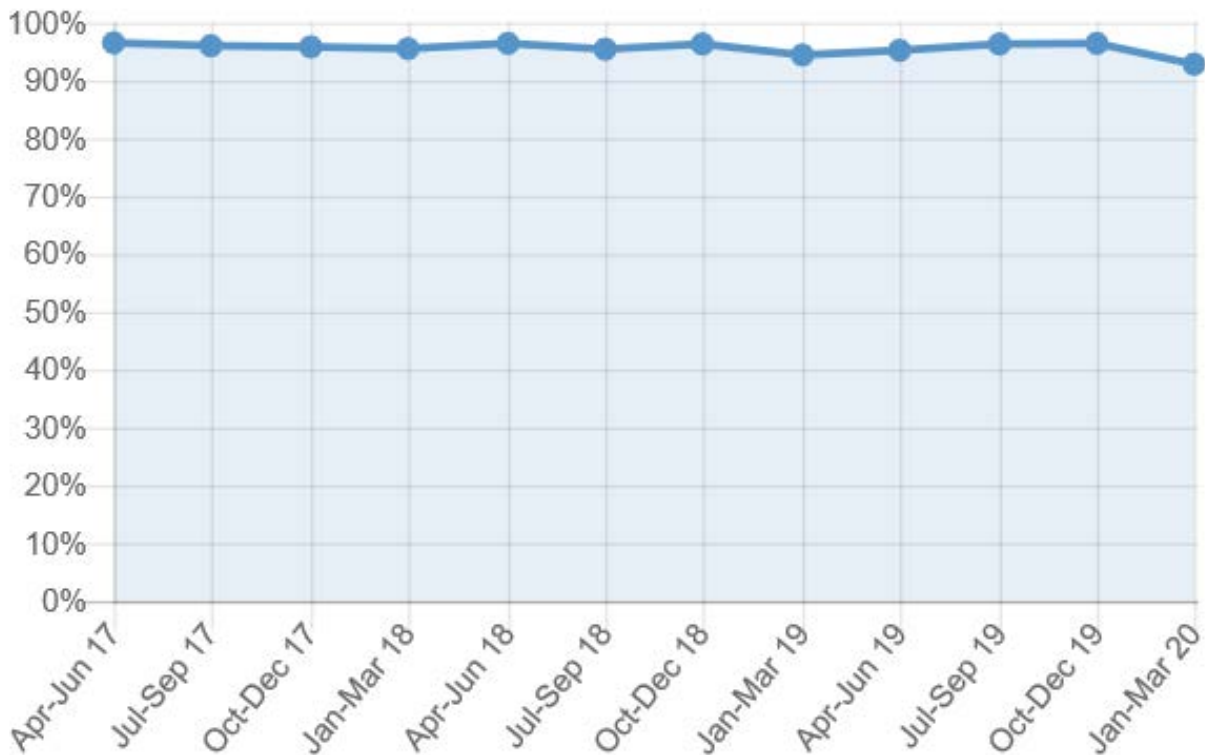


Source: MoJ (2020). Release volumes of resettlement and non-resettlement prisons from nDelius.

Figure 4.6 shows an increase in the percentage of releases from non-resettlement prisons with an ETTG activity initiated, for the non-resettlement prisons in the fieldwork sample, in the period following ETTG rollout. While these prisons vary in the number of monthly releases, the overall trend shows that use of ETTG services has increased and remained at a higher rate following the enhanced specification.

**Increased completion of resettlement plans**

Figure 4.7 shows the completion of resettlement plans from April 2019 through December 2019 has remained relatively stable throughout the rollout of ETTG, although there was then a drop, likely due to COVID-19.

**Figure 4.7 Percentage of resettlement plans completed<sup>1</sup>**

Source: CRC SCH 09, SL013

## 4.6 Lessons from ETTG inform the New Resettlement Model

The Probation Reform Programme has already taken on the learning available to them as a result of this work. The resettlement design under the Unified Model (see Appendix C) will address a number of these findings by:

- Defining the work currently done by TTG practitioners as ‘sentence management.’ Practitioners (and therefore the Enhanced TTG service) will be in scope for transfer into the NPS.
- Creating better joined-up work with one unified service, including matched systems, assurance processes, technology, ethos and workforce, which will help to improve communication.
- Mandating that accommodation services and mentoring support are procured via the Dynamic Framework (DF), pre-release with a ‘meet at the gate’ service and

<sup>1</sup> Snapshot taken from <https://data.justice.gov.uk/probation/crc-performance/crc-sch9-sl013> on 07 September 2020

that handover to the community offender manager takes place at 7.5 months prior to release for all relevant service users (compared with the 12-week provision for ETTG). This will ensure that the service is not merely 'to the gate' but 'through the gate.' It is assumed that these services will remain part of the revised DF scope being finalised as part of strategic contingency discussions.

- Bringing in a single needs assessment tool that will start at reception into custody and will be tailored towards individual needs. This assessment will contain both resettlement and reoffending targets and will follow the service user through custody to pre- and post-release, enabling a holistic and service user-driven approach to reducing reoffending.

A short-sentence service will also be provided for service users, acknowledging the experience that this group, according to interviewees, is currently receiving a service which requires improvement to address their complex needs.

## 5. Conclusions

Research shows that the ETTG specification has delivered positive change in resettlement services by expanding the coverage of services and improving their accessibility. The great majority of staff interviewed from CRC, NPS and Prison Service, reported an increase in resources, better relationships among agencies within the prison and in the community and improved service delivery.

The main change in resource was the increase of TTG staff. Most of the staff brought valuable experience and a desire to make a change. The increase in staff allowed the TTG teams to engage more meaningfully with the service users and other agencies, which improved relationships vital for successful resettlement. TTG and prison staff from 13 establishments in the study reported better communication or coordination between TTG, prison, the NPS, healthcare, mental health, substance misuse, family support, and other teams involved. TTG staff also made efforts to forge closer relationships with Community Offender Managers and housing providers.

More services were delivered in-house rather than relying on signposting. Where referrals were used, TTG staff took ownership of the process and chased results. More time allowed developing good practices inside the prison and with stakeholders in the community, although the gap between provision in custody and in the community remains.

As a consequence of all these positive changes, interviewees from distinct roles and different prisons often mentioned there was a notable improvement in service delivery in many prisons that more experienced TTG staff described as a move “from bare bones to an actual service.” TTG also made strides towards delivering bespoke support for service users and addressing individual needs in accommodation. Finance, benefits and debt has also benefited from specialist training and new partnerships, with the ability to open bank accounts demonstrated in 14 prisons and support for obtaining proper identification in eight prisons. Employment, training, and education, as well as personal, community, and relationships, remain areas more reliant on referrals to service providers.



However, despite clear positive changes, service provision remains variable from prison to prison. Although ETTG services should be accessible to all, certain cohorts are disadvantaged by the timeframe of ETTG services (12 weeks before release). There is also a divide between the access to ETTG service users can obtain in resettlement and non-resettlement prisons, due to the non-statutory intervention (NSI) referral process, creating further service user inequality. Due to the multiple recording and information systems in use, effective data sharing is also an issue. These challenges have been considered in the design of the New Resettlement Model.

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# Appendix A

## Changes to pathway delivery

### A.1 Accommodation

Accommodation was the primary focus of TTG teams. Teams tried to support service users to maintain their tenancy or obtain new accommodation. The national housing shortage was often mentioned as a challenge.

Accommodation is crucial for rehabilitation efforts but also a complex area of support. As a result, accommodation support seems to take up most of the TTG teams' resources. Overall, ETTG support for accommodation was found to be proactive and involved. Changes in this area of support cited in interviews reflected the overall changes introduced by ETTG (see Chapter 3):

- more staff or staff hours, allowing a more intensive, consistent, or proactive service;
- more housing expertise in the TTG team, e.g. a dedicated housing officer;
- more one-to-one work, allowing a better response to additional vulnerabilities; and
- better building of relationships with providers and other partners.

Despite best efforts by TTG staff, multiple challenges remain. They can be grouped under three themes:

- lack of suitable housing options,
- issues with the Duty to Refer process, and
- private rental sector issues.

#### **Lack of suitable housing options**

The lack of suitable housing options for service users was the most frequent complaint from staff. Although this issue preceded ETTG, it presented an additional challenge for

staff trying to arrange suitable accommodation for service users. Generic places as well as options suitable for specific cohorts – i.e. women, men convicted of sexual offences, older service users, drug users, those on a restraining order etc. – are lacking. Arsonists and elderly men convicted of sexual offences are especially hard to house. Licence conditions further limit viable options. In a women's prison, multiple interviewees said that the women were safer in prison than in temporary accommodation.

Dedicated TTG staff with expertise in housing law and availability are thus a valuable resource and the extra funding brought by the enhanced specification allows them to better support and chase up applications. Cases that resettlement teams deal with are often complex, as options available to individual service users may be limited due to their own behaviour too:

*[...] if you look into individual cases I would say it's probably people have been given the opportunity to have housing but they've either not been in the right place or have not engaged properly with that housing and have then lost it and are now seen as being intentionally homeless or antisocial behaviour, and I would say that is probably the main problem. So, people view it as there isn't enough accommodation out there, but also accommodation that's available is not going to be distributed due to previous behaviour.*

TTG staff, private prison

### **Duty to refer process**

Being the most important resettlement service, housing received special attention. Several TTG staff members reported actively chasing the outcomes of their Duty to Refer (DTR) applications to the local councils after the roll-out. Although the DTR process was introduced by the Homelessness Reduction Act 2017, initially it was not smooth, and several TTG teams reported having worked with local councils to reach an agreement on good practice since the implementation of ETTG.

In addition to the lack of housing stock, interviewees criticised the varied procedures employed by the local authorities to allocate social housing.<sup>2</sup> For TTG teams working in prisons with big catchment areas, the lack of uniformity in procedures made their jobs especially complex. For example, councils are only obliged to house people with a local connection, for which they set different eligibility rules. One resettlement prison's catchment area consisted of six local authorities, each of which was either asking for lengthy telephone assessments or meeting with the service user on the day of release. TTG teams liaised with local authorities to develop a standardised form for housing applications accepted by all six councils, which reduced the TTG team's workload.

Local connection becomes a real issue when an offender wants to relocate to a new area to prevent future reoffending. TTG staff often highlighted the worry of having limited knowledge of sources of support available in release areas:

*London alone has something like 40 boroughs, so that's 40 different councils. What it could do is bring the councils together somehow under the Enhanced Through the Gate, to streamline the service. But staff in that prison, they will have a knowledge of their local area and maybe a few other little areas, but if you're bringing Birmingham and London and Sheffield into it, that's a big piece of work.*

TTG Team Leader, non-resettlement prison

Unless prison leavers are deemed especially vulnerable, single parents or families with children will have priority before ex-offenders on housing waiting lists. Even if their applications are accepted, they would be more likely to be housed in temporary accommodation such as a bed and breakfast paid for by the council, an option not conducive to rehabilitation.

Procedural challenges are of a systemic nature. Having knowledgeable staff able to advocate for the service user helps however, the job is not easy:

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<sup>2</sup> For more information on how local authorities exercise their homelessness functions, please refer to the MHCLG Homelessness Code of Guidance, available at: <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities> at the time of publishing

*And you know, you've got a clear case of priority need or someone that's vulnerable, and you're still fighting.*

TTG staff, non-resettlement prison

TTG teams and some governors spoke of the need to develop close partnerships with the local authorities to understand their requirements and lobby for engaging them thoroughly, and this is included as a recommendation.

### **Private rental sector issues**

Some prison leavers are not eligible for social housing. Most foreign national offenders have no recourse to public funds. Others cannot prove local connection in their area of release. In such cases, TTG staff aid in finding privately rented accommodation, conduct an affordability check and issue a paper bond instead of a deposit. However, various levels of stigma can be a burden: property owners may not welcome ex-offenders, drug users or Universal Credit claimants.

## **A.2 Employment, education, and training (ETE)**

TTG teams signposted service users to relevant employment, training and education provisions available in prison. Often the challenge was in finding suitable employment on release for service users. The creation of additional partnerships with employers can increase the employment options for service users.

Unlike in accommodation and finance (FBD), TTG teams mostly refer service users to employment, education, and training (ETE) services already available. All prisons in the sample offered education and learning opportunities. ETE delivery thus relied on prisons' education departments, education providers and other services such as CFO3-funded services and Information, Advice and Guidance (IAG). TTG teams signposted service users to training for interview skills, CV writing and disclosure support, or they provided the intervention themselves if it was not available in the prison. The signposting-heavy nature of ETTG was also demonstrated in OSAG (2020) findings.

Some challenges remained. A Head of Reducing Reoffending was critical about the lack of specific, directional, and continuous ETE pathways for service users who were being offered a variety of training options. A Head of Learning from a private prison complained that it was not clear how ETE was supposed to work in those prisons that were not part of the Prison Education Framework. Even though this is not an ETTG matter, two TTG teams described this as a challenge.

It was also noted that service users with short sentences might not have enough time to complete courses. The challenge lays within the employment aspect of the ETE area. Obtaining employment is preceded by several considerations, including:

- Competing priorities;
- Reluctance to hire ex-offenders;
- Compliance and risk;
- Loss of service user confidence; and
- Immigration legislation.

### **Competing Priorities**

Staff revealed that for some prison leavers, meeting other needs will be a challenge that will precede a concern with ETE. A recent Census Life survey (HMPPS Digital 2020) found that those who could realistically enter employment on release (defined as those who had housing), were less than half (47%) of those surveyed. This is an issue accounted for in the ETTG Probation Instruction, which encourages coordinated resettlement and states: “For some, employment problems are compounded by housing problems, substance misuse, behaviour or mental health problems which must be addressed first.” TTG teams often reported that ETE was not a priority for many prison leavers.

Interviewees have named numerous competing priorities including secure accommodation, substance misuse issues or mental health issues. The following quote demonstrates the competing priorities experienced by female service users:

*[...] most of them would say that they're not work-ready. A high proportion are carers, either for parents or children. A significant number have self-declared disability, often learning and mental health issues, particularly around depression*



*and anxiety. [...] I think the barriers are multi-layered but often to do with kind of all the wider vulnerability. So, education levels when women come in are quite high, they're very high. Some of it is around getting qualifications and we do a bit of that, but I think a lot of it is many of them have priorities before they get anywhere near working.*

Head of Reducing Reoffending, women's prison

### **Reluctance to hire ex-offenders**

Alongside the challenge of ETE being low on the priority list for service users, employers can be reluctant to hire ex-offenders due to their criminal records.

*There can be a lot of stigma around employing a prisoner or an ex-offender. For the prisoner, they can struggle with lots of perceived failure if they're looking for work.*

Senior Probation Officer, open prison

Some prisons reported having a good relationship with companies known to employ ex-service users, for example, Greggs and Timpson, often inviting them into the prison to liaise with service users. Similarly, the New Futures Network (NFN) is a specialist part of the prison service which puts brokers into prisons to facilitate the building of relationships between the prison and employers. When asked, the majority of TTG staff were not aware of the New Futures Network. Interviewees from prisons that were engaged with the NFN were optimistic about its potential benefits to resettlement, but often concluded that "it [was] still in the early days' to assess its impact on the ETE area." Meanwhile, the governor of a prison holding men convicted of sexual offences was critical of the NFN for aiming at "the lower-hanging fruit" by prioritising already employable service users. The governor called for a specific focus on nationwide efforts to employ men convicted of sexual offences.

### **Public protection considerations**

Respondents often suggested that issues around compliance and risk can negatively affect employment prospects. Probation officers may not agree to a service user accepting a job due to considerations of risk. In addition, those housed in approved premises can face further restraints on where they can work. Although public protection is essential, it

can be disappointing for service users to be prevented from accessing suitable employment.

### **Loss of motivation**

TTG staff suggested that by the time service users meet with them 12 weeks before release, they have often lost confidence and motivation to obtain employment upon release. It was also noted that those who served longer sentences might have adjustment issues upon release and be hesitant about working.

It is important to address this loss in confidence so that service users are more resilient to the pressures of life outside prison. Without resilience, service users may be caught up in the cycle of reoffending:

*People go out, can't get a job, so they commit crime. Fund their drug habit, get caught, come back to prison*

Offender Supervisor, women's prison

Interviewees reported providing motivational support to service users and often mentioned the importance of resilience-building.

## **A.3 Finance, benefits, and debt (FBD)**

TTG teams often reported improvements in the finance, benefits, and debt area. Improvements were mainly around staffing, as interviews indicated upskilled, more specialised staff. Even though the majority of the prisons in the sample reported to be opening bank accounts, obtaining proper identification was demonstrated in less than half of the prisons in the sample. TTG teams often noted that agreed guidelines can alleviate the mismatch between prisons.

Multiple prisons saw improvements in finance, benefits, and debt (FBD) support. The main change to support in finances since the introduction of ETTG, as for other key pathways, has been the possibility to spend more time on each case and to conduct more one-to-one

sessions due to smaller caseloads. Interviewees also indicated an improvement in the quality of support. Some TTG staff were specifically trained to provide FBD interventions. In resettlement prisons, most TTG teams that the researchers visited have a dedicated worker to deal with FBD needs. Instead of generic advice, TTG teams provided specialist debt advice tailored to the needs of service users, including those specific to some cohorts such as foreign national offenders. It was also stated that some staff received training and were upskilled to understand Universal Credit and how to better prepare service users for release, via DWP or unit leads in the CRC region. Quality of support in this area, however, heavily relies on service user willingness to share full information about their finances.

Changes seem less comprehensive for this pathway than for accommodation, but participants cited new training programmes on money management, access to specialist support, more consistent support with opening bank accounts and developing a form of ID. The sections below provide more detail on the challenges and support available with:

- opening bank accounts;
- preventing and managing debt;
- ensuring income after release;
- providing finance management courses; and
- variety of good practice across different prisons.

### **Opening bank accounts**

Support with opening bank accounts while in custody could be demonstrated in 14 out of 20 prisons of the sample. When it was not possible to support service users with opening bank accounts, interviewees blamed issues with obtaining personal IDs, banks, for being reluctant to engage with prisons, and short-term sentences, as usually six weeks are needed to process an application:

*They can get the temporary identification so they can go and do that themselves, but there's physically not enough time for the bank account to be sorted and set up for them.*

TTG staff, private prison

Lack of support for obtaining personal ID was cited as a shortcoming in service delivery in two HMI Probation reports on TTG services (2016; 2017). In this sample, support for obtaining proper identification was demonstrated in eight out of 20 prisons. This was possible where TTG staff were proactive enough to take on leadership and negotiate set standards with stakeholders. In one local prison, the finance lead of the TTG team negotiated an agreed format for personal ID letters acceptable at local banks and was accompanying the service users to banks to open bank accounts after release.

### **Preventing and managing debt**

Preventing and managing debt should start at reception into custody: benefits should be stopped/paused, any existing tenancies closed, and direct debits stopped. If needs are not identified at reception into custody, debt can spiral out of control by the time TTG support becomes available closer to release. TTG staff will try to contact the creditors and ask to freeze the debt, tackling a variety of policies:

*You can ring [a telecommunication company] and they'll say, absolutely, we are going to freeze the account. You owe this much at this present time but we're going to freeze the account until the day of your release. Then in the twelve weeks prior to release, we'll ring up and say, can we start a payment plan from this date to prevent any further interest once they're out. Now you can ring someone else, \*a well-known high street bank\* for example, and they say to us, we'll put a freeze on the account, but we can only put a freeze on the account for fourteen days. So, then I have to facilitate a phone call the Bank, with him [the service user] present, every 14 days to put another hold on the account until his release date. So, then you've got some creditors that absolutely won't, at all, freeze the account. They say there is no way of freezing the account, so we'll then say, 'Well the interest is just going to build and build and build until his release.' But then you can appeal it.*

TTG staff, open prison

Communication with creditors was often mentioned to be a point of burden by interviewees. TTG staff wished service providers had unified procedures to deal with clients in custody to prevent debt mounting up and in general, they wished service providers were more responsive.

Whereas TTG staff could contact creditors and set up payment plans, some of them wished to see specialist debt advice inside the prison rather than having to sign-post to external agencies. To avoid debt building up, many TTG teams offered finance management training in group sessions or one-to-one.

Various prisons have demonstrated good practices to facilitate the service user experience for FBD. One non-resettlement establishment no longer had to offer financial advice as CRC arranged appointments with its supply chain partner Citizens Advice. Another CRC made more finance appointments with Citizens Advice available.

### **Ensuring income after release**

A lot of service users plan to claim Universal Credit or other benefits upon release. TTG staff described some challenges with the design of Universal Credit, such as a long waiting period, an advance payment that needs to be repaid, or monthly payments demanding budgeting skills that are not suitable for people without savings or impulsive spenders such as drug users. Even though benefits cannot be set up prior to release, TTG staff communicate the release date and the need for support with DWP and Job Centre Plus prior to release. Similarly, TTG teams can offer service users contact details for their first appointment. However, this was not the case in every prison, as some were only able to provide service users with the Universal Credit or pension hotline number. Additionally, one local prison established a resettlement hub where prison leavers could have their licences issued, apply for benefits, charge their phones, get foodbank vouchers, bus tickets etc.

## **A.4 Personal, relationships, and community (PRC)**

TTG teams dealt with various PRC needs which often led staff to suggest that the PRC area is too broad, as it may require support for identifying and addressing diverse needs. Often TTG teams supported those with substance misuse issues, healthcare needs, or family problems by referring them to specialist services.

TTG teams deal with the personal, social and health needs of the service users in preparation for release. Like ETE, the PRC area is heavily reliant on other providers and agencies. Nevertheless, interviewees often thought that additional resource provided by ETTG had a positive impact on support for service users around personal, relationships, and community issues. Improvements included more direct services, more expansive use of mentoring and better links to healthcare. Interviewees criticised the PRC area for being broader than the other three areas, which makes it more challenging to address all relevant needs effectively:

*I think them [PRC] areas are so broad, to fit it all under one little category when we've got bigger categories for finances and bigger categories for ETE, that I think certainly for me coming back into it in April last year, I think it was something we lost a bit of scope on.*

TTG Manager

Research findings are organised around the key challenges identified:

- Assistance for GP and mental health registration;
- Support for substance misusers;
- Reintegration into society; and
- Maintenance of family relationships.

### **Assistance with registration for healthcare services**

Staff reported that the enhanced specification included health under PRC, which was a change from the previous model. Health support includes information on how to register with a GP as well as sharing information with GPs where required. Interviewees also talked about supporting those with specific health needs, such as due to old age or chronic health conditions. TTG teams reported referring service users to the healthcare team in custody to arrange a GP registration appointment. TTG staff were not able to gain access to medical records of service users due to confidentiality reasons. However, at least in five prisons TTG teams' relationships with healthcare in prison reportedly improved.

*So, I think there are still meetings for me to have with healthcare. And whilst we do refer in, we may not always get the information back to update the action with on*

*OASys. So, there's still some bits of work to be done there. So, we absolutely flag, refer, say what the needs are into healthcare. It's just we might not always get that back. And there's confidentiality that can sit around that as well about what we can write specifically on OASys.*

TTG Team Leader, resettlement prison

Arranging a GP registration for release seems to be mainly a challenge for those with no fixed residence. One TTG team reported informing the service user's housing officer about the need for GP registration. In contrast, two TTG teams reported that they provide service users with a list of GP surgeries in their release areas.

In custody, TTG teams can refer service users for mental health support in the form of trauma counselling or psychotherapy. One TTG team had a dedicated counsellor. However, registering service users with mental health services in the community was reported to be a challenge, especially for those with no stable address.

### **Support for substance misusers**

The most cited PRC challenge was supporting substance misusers. With the lack of structure provided by life in prison, people with drug and alcohol problems can relapse after release. A Head of OMU of an open prison said: "If they're going back to the same areas, mixing with the same people, the chances are they could lapse quite quickly." An offender supervisor from a women's prison emphasised the importance of the first steps past the prison gates, saying, "a lot of them [service users] relapse before they get to the top of the road." In the absence of a dedicated drug and alcohol team, TTG staff facilitated the transition to the community by arranging appointments for the service user. This arrangement included providing service users with an appointment card and ensuring that drug and alcohol team and the designated pharmacy (where the prescription and methadone doses can be collected) are aware of the individual leaving custody. Both service users in OSAG (2020) and HMPPS Digital (2020) reported receiving support for their substance misuse issues. One service user described attending courses for substance misuse alcohol and cocaine, adding that he was misusing those substances at the time of arrest (HMPPS Digital, 2020).

## Reintegration into society

Reintegration into society was reported to be a challenge for prison leavers. Sex offenders are particularly vulnerable to being isolated as word spreads about their offences:

*With the label of sex offender on, everything becomes so much more difficult. [...] they have been ostracised from the community, you've got the social media, nothing's a secret anymore, everything could be exposed, you have repercussions. And that all has to be managed.*

TTG staff, non-resettlement prison

TTG staff often mentioned the importance of disclosure related training in forming new relationships. Furthermore, it was often noted that having someone to escort vulnerable service users to an appointment in the community can be a great support for a service user in the community. The benefits of mentoring were often associated with PRC needs.

*[Having a mentor] could be helping them improve their quality of life by attending the gym or taking them to doctors' appointments or to their [...] substance misuse appointments to collect prescriptions and make sure that they're attending that.*

TTG Team Leader, resettlement prison

## Maintenance of family relationships

Prison has a dramatic impact on family relationships, for maintaining them is a crucial challenge. Many service users lose contact with children due to being away from the family home or involvement by social services. TTG staff in this study reported the assumption commonly held by service users that there is nothing they can do about contacting their children from prison. While TTG staff support prisoners by explaining their rights and assisting with seeking legal redress, for example, if the other parent does not agree to bring children for a visit, staff felt there was not much else they could do. It seemed that TTG staff were not well aware of existing support that family support services in prisons could additionally provide, as is outlined in the policy framework on Strengthening Family Ties,<sup>3</sup> as these services were not referenced in the interviews. TTG staff only reported the

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<sup>3</sup> Strengthening Family Ties, available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/863606/strengthening-family-ties-pf.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/863606/strengthening-family-ties-pf.pdf) at the time of publishing



work they do with service users to maintain family relationships via one-to-one support, group work and working with available teams in custody and community.

## Appendix B

### Sampling tables

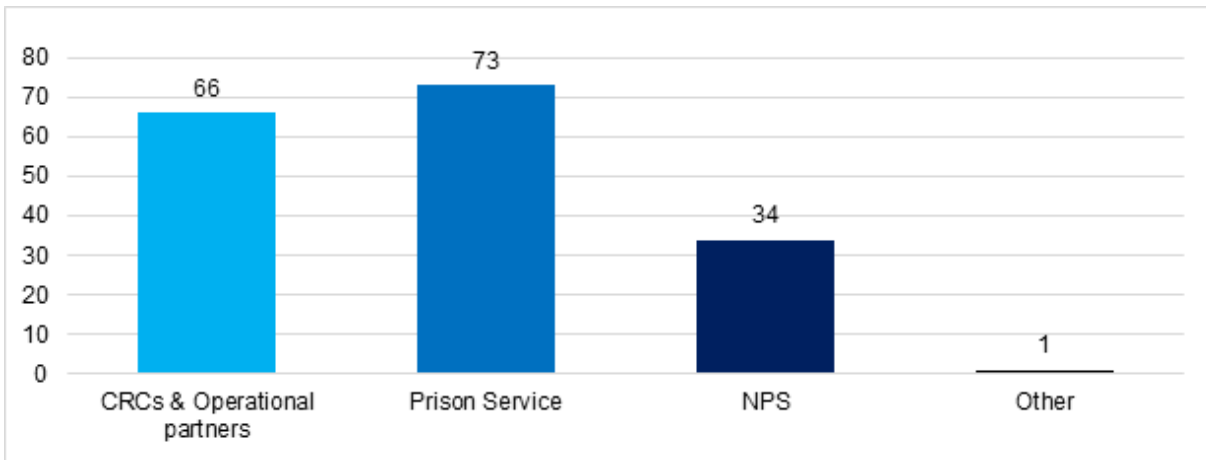
**Table B.1 Number of prisons in the sample by CRC region**

CRC region	Total
Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire	2
Bristol, Gloucestershire, Somerset & Wiltshire	1
Cheshire & Greater Manchester	1
Cumbria & Lancashire	2
Derbyshire, Leicestershire, Nottinghamshire & Rutland	1
Dorset, Devon & Cornwall	2
Durham Tees Valley	1
Humberside, Lincolnshire & North Yorkshire	1
Kent, Surrey & Sussex	2
London	2
Merseyside	1
Staffordshire & West Midlands	2
Thames Valley	1
Wales	1
<b>Total</b>	<b>20</b>

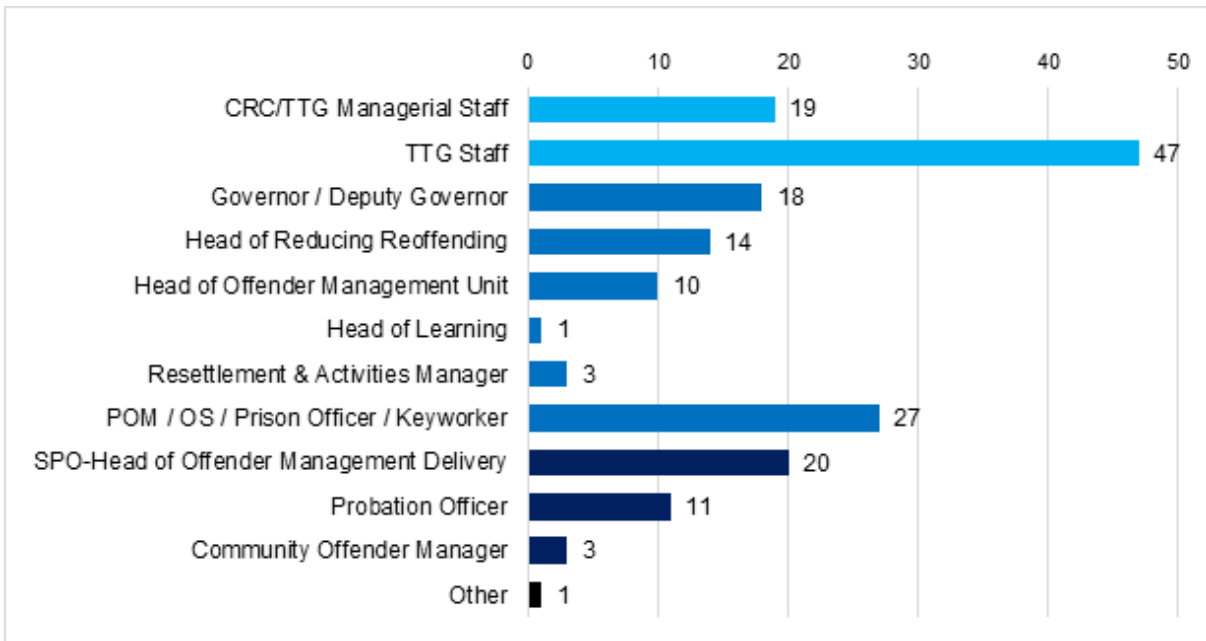
**Table B.2 Number of prisons in the sample by NPS region**

	London	Midlands	North East	North West	South East	South West & South Central	Wales	Total
<b>Total</b>	<b>2</b>	<b>3</b>	<b>2</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>1</b>	<b>20</b>

**Figure B.1 Interviewees by agency**



**Figure B.2 Interviewees by job role**



## Appendix C

### The future of resettlement

The matrix translates the enhanced TTG specification line by line into unified offender management and the new resettlement model, with interventions either delivered by other government departments (OGDs), Community Offender Manager officers (Community Responsible Officers) or via the dynamic framework. It includes alternative/enhanced provision illustrating the reduction in duplication. It also evidences future referral routes via prison offender managers.

**Table C.1 Pathway changes in New Resettlement Model**

*Finding housing / accommodation*

Breakdown of Current Enhanced TTG Services	How it is delivered now	Future Resettlement Model – pre/post release including delivery of services			
		Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Provide advice on housing options</b>	CRC, supply chain staff, RO, prison staff	Yes	Yes	Yes	
<b>Identify housing status and needs</b>	CRC, supply chain staff, RO, prison staff	Yes	Yes	Yes	
<b>Complete housing referrals and application processes</b>	Pre-release: CRC, supply chain staff, ROs	Yes	Yes	Yes	
<b>Follow-up support on applications/referrals made</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	
<b>Support application for bond schemes</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	
<b>Arrangements for tenancies to continue</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	DWP in prison will support continuation of housing benefit where eligible
<b>Close any existing tenancy</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Support registration as homeless, in accordance to homelessness reduction act</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	
<b>Support access to emergency accommodation</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	
<b>Support access to safe, settled accommodation</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	

*Employment, training, education*

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Negotiate continued employment</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	Supported by New Futures Network and DWP in resettlement prisons
<b>Advice to access education, training, support into employment</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	Supported by New Futures Network and DWP in resettlement prisons
<b>Conviction Disclosure</b>	CRC, supply chain staff, prison, RO	Yes	Yes	Yes	Supported by New Futures Network and DWP in resettlement prisons

Finance and debt

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Advice on options for dealing with fiscal management and debt</b>	CRC and supply chain staff, prison and RO	Yes	Yes	Yes	CRO referral to finance advisor offering an in-reach service as required reducing debt when released from prison custody & ongoing advice in community.
<b>Provide / obtain debt advice</b>	CRC and supply chain staff, prison and RO	Yes	Yes	Yes	Supported by New futures Network. ID being sampled on NPS licences – to be developed further so all service users have photo ID in place before release
<b>Arrangements to pay down any housing deposits</b>	CRC and supply chain staff, prison and RO	Yes	Yes	Yes	Referral to DWP in Prison
<b>Arrangements to pay down any other debts</b>	CRC and supply chain staff, prison and RO	Yes	Yes	Yes	
<b>Referrals for budget planning</b>	CRC and supply chain staff, prison and RO	Yes	Yes	Yes	
<b>Opening a bank account including obtaining ID</b>	CRC and supply chain staff, prison and RO	Yes	Yes	Yes	Referral to New Futures Network banking programme and DWP

Personal, social relationships and health

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Bespoke advice on PSH options and services</b>	CRC and supply chain staff, prison, RO and NHS	Yes	Yes	Yes	NHS in prison and community plus mentoring service on DF
<b>Access into health care / mental health provisions</b>	CRC and supply chain staff, prison, RO and NHS	Yes	Yes	Yes	NHS provision via Reconnect as first option, provision also available by DF

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Access services to tackle alcohol and substance misuse</b>	CRC and supply chain staff, prison, RO and NHS	Yes	Yes	Yes	DART team in custody, community provision available by DF
<b>Help to engage with services to tackle alcohol and substance misuse</b>	CRC and supply chain staff, prison, RO and NHS	Yes	Yes	Yes	DART team in custody, community provision available by DF
<b>Help to engage with health care / mental health provision</b>	CRC and supply chain staff, prison, RO and NHS	Yes	Yes	Yes	Mental Health Team in custody, community provision available by DF

*Additional support services (supporting activity)*

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Provide immediate resettlement needs relating to accommodation, benefits, employment, social care etc.</b>	CRC and supply chain staff, prison, RO	Yes	Yes	Yes	DF Accommodation providers will be required to provide an in-prison service. DWP in prison to provide benefits advice/provision.
<b>Support in understanding legal rights and signposting to providers</b>	CRC and supply chain staff, prison, RO	Yes	Yes	No	If Bail requirements, currently completing pilots in prison establishments. All other advice via persons solicitor.
<b>Structured support (mentoring)</b>	CRC and supply chain staff, prison, RO, mentoring services	Yes	Yes	Yes	

Specific cohorts

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Help to engage with advocacy interventions</b>	CRC and supply chain staff, prison, RO, mentoring services	Yes	Yes	Yes	DF and mentoring service
<b>Access support to engage with independent immigration services</b>	CRC and supply chain staff, prison, RO	Yes	Yes	No	Specific to foreign national offenders. CRO signpost to community advisory services
<b>Structured help to access social care service providers in the community</b>	CRC and supply chain staff, prison, RO	Yes	Yes	Yes	
<b>Signpost to other services</b>	CRC and supply chain staff, prison, RO	Yes	Yes	Yes	
<b>Make referrals to specialist services</b>	CRC and supply chain staff, prison, RO	Yes	Yes	Yes	CRO signpost to community advisory services

Supporting activity and extra support provided to specific cohorts

Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Basic Custody Screening Tool Part1</b>	Prison officers	Yes	Yes	No	Re-designed into identification of resettlement provision in a streamlined format.
<b>Basic Custody Screening Tool Part2</b>	CRC, supply chain staff	Yes	No	No	Being replaced by pre-release OASYs
<b>Resettlement plan</b>	CRC, supply chain staff	Yes	Yes	No	Being replaced by pre-release OASYs. Immediately aligned to sentence plan and risk management plan



Future Resettlement Model – pre/post release including delivery of services					
Breakdown of Current Enhanced TTG Services	How it is delivered now	Provided via New Resettlement Model		Provided by Dynamic Framework	Alternative or enhanced provision <i>Future referral routes are being considered via Prison Offender Managers</i>
		Day 1 MVP	Post Day 1		
<b>Support with resettlement processes and status for FNOs</b>	CRC, supply chain staff, FNU's in NPS	Yes	Yes	Yes	NPS will provide as part of pre-release activities including liaison with case worker in Immigration Enforcement team
<b>Identification of domestic abuse history</b>	CRC, supply chain staff, Responsible Officers (RO)	Yes	Yes	No	Removed current duplication of assessment (standard OASY's question) completed by COM (CRO)
<b>Advice on support available for those with domestic abuse experience</b>	CRC, supply chain staff, ROs	Yes	Yes	Yes	Provided DF for Women. Services for men provided via referral to community professionals (varies between individual needs)
<b>Safety planning, including, exiting personal and professional relationships</b>	CRC, supply chain staff, ROs	Yes	Yes	No	Removes duplication, completed via risk management plan by CRO i.e. referral to MARAC
<b>Identification of sex work</b>	CRC, supply chain staff, ROs	Yes	Yes	No	Completed via OASY's assessment/risk management plan by CRO
<b>Liaison with MARAC / Children's Services / Housing / Finance / Psychological support</b>	CRC, supply chain staff, ROs	Yes	Yes	Yes	Remove duplication. Liaison between CRO, sentence plan and DF provider
<b>Consider existing assessments</b>	CRC, supply chain staff, ROs	Yes	Yes	No	The CRO role is to gather assessment information and incorporate into fuller assessment, risk management and sentence planning
<b>Identify and consider unmet needs prior to release from prison</b>	CRC, supply chain staff, prison staff, ROs	Yes	Yes	No	This will be the role responsibility of the CRO as part of their pre-release responsibilities including via the OMIC handover process
<b>Motivation to engage in reaching resettlement goals</b>	CRC, supply chain staff, ROs	Yes	Yes	No	It will the role of the CRO to engage and regularly motivate individuals to progress through sentence

# Appendix D

## Interview schedule

Category	Key Questions	Prompts
<b>I. Introductory questions</b>	<p>A. What is your job title?</p> <p>B. What does your role involve?</p> <p>C. How long have you been in the role?</p>	<p>C-1. What was your previous role?</p> <p>C-2. Would you say any of your previous role may have been relevant to TTG?</p>
<b>II. Awareness and preparedness for ETTG</b>	<p>D. Can you please describe how you came to know about the introduction of the enhanced through the gate specification?</p> <p>E. How were you prepared and/or trained? Any new skills required?</p> <p>GOVERNORS/DIRECTORS ALTERNATIVE: How ready for the change did you feel your staff would be? Were any new skills required?</p> <p>F. Did you have experience of working with Through the Gate prior to the enhanced specification rollout?</p> <p>GOVERNORS/DIRECTORS ALTERNATIVE: Did your team have experience of working with Through the Gate prior to the enhanced specification rollout?</p> <p>G. How has ETTG changed the way you work with partners?</p> <p>GOVERNORS/DIRECTORS ALTERNATIVE: How has ETTG changed the way your staff work with partners?</p> <p>H. How has ETTG changed the way you work with colleagues?</p> <p>GOVERNORS/DIRECTORS ALTERNATIVE: How has ETTG changed the way your staff work with colleagues?</p> <p>I. GOVERNORS/DIRECTORS ONLY: How do you perceive the relationship to be between the prison and the community?</p> <p>J. GOVERNORS/DIRECTORS ONLY: Has ETTG impacted on your Reducing Reoffending Strategy?</p>	<p>D-1. What did you think of the information?</p> <p>G-1. What has changed? What is the same? Why? How?</p> <p>G-2. Did you understand the need for change?</p>

Category	Key Questions	Prompts
<p><b>III. Areas of Support for Service Users</b></p> <p><b>* These questions were asked in 4 rounds, for each of the 4 key support areas:</b></p> <ul style="list-style-type: none"> <li>· <b>Education, Training, Employment (ETE)</b></li> <li>· <b>Accommodation</b></li> <li>· <b>Finance, Benefits and Debt (FBD)</b></li> <li>· <b>Personal, Relationships, Community (PRC)</b></li> </ul>	<p>K. What are the key challenges facing people leaving prison re. accommodation/ETE/FBD/PRC?</p> <p>L. What challenges can be addressed by resettlement services using the enhanced specification?</p> <p>M. How has support changed with the enhanced specification to address accommodation/ETE/FBD/PRC needs?</p> <p>N. GOVERNORS/ DIRECTORS ALTERNATIVE: Have you noticed any changes in the way ETTG is delivered to address accommodation/ETE/FBD/PRC needs?</p> <p>O. Does the enhanced specification change how those with additional vulnerabilities are supported?</p> <p>P. What could still be improved?</p>	<p>M-1. Is this better than before? How? Why?</p>

Category	Key Questions	Prompts
<p><b>IV. General summary questions</b></p>	<p>Q. Do you feel the ETTG changes have had an impact on prison leavers?</p> <p>R. What do you think about the level of support offered to prison leavers?</p> <p>S. How do you prepare for a service user leaving prison on a Friday?</p> <p>T. Why might a service user not receive an ETTG service?</p> <p>U. What hinders or enhances your ability to provide the best enhanced through the gate service?</p> <p>V. (FOR GOVERNORS/DIRECTORS: SKIP THIS QUESTION) Do you ever receive feedback on the interventions you have delivered?</p> <p>W. Do you feel you have the freedom to be innovative (modify or add a service) to meet individual needs?</p> <p>X. GOVERNORS/DIRECTORS ALTERNATIVE: Do you feel your staff have the freedom to be innovative (modify or add a service) to meet individual needs?</p> <p>Y. GOVERNORS/DIRECTORS ONLY: What do you think the impact will be on your prison community?</p> <p>Z. How has ETTG impacted on other outcomes for prisoners?</p>	<p>Q-1. If Yes – What is that impact? If No – Why not?</p> <p>R-1. Involvement too much? Not enough?</p> <p>R-2. Do you think the same service is provided to all prison leavers? Why?</p> <p>R-3. Do you think the level of support changes over time?</p> <p>U-1. Court releases, transfers etc? Anything else?</p> <p>V-1. If yes – What feedback have you received? Did this change anything? How?</p> <p>W-1. Can you describe the process involved with modifying a service?</p> <p>Z-1. How do you think the enhanced spec affects service delivery?</p>

# Appendix E

## Glossary

CFO3 – Co-financing Organisation (CFO) 3, a project to help service users move towards social inclusion and mainstream provision by addressing their multiple barriers.

BCST – Basic Custody Screening Tool

CMT – Contract Management Team

COM – Community Offender Manager

CRC – Community Rehabilitative Company

CRO – Community Responsible Officer

DART – Drug and Alcohol Recovery Team

DTR – Duty to Refer

DWP – Department of Work and Pensions

ETE – Employment, Training, and Education, a resettlement pathway within ETTG

ETTG – Enhanced Through the Gate, a resettlement programme delivered by CRCs predominantly in prisons and rolled out in 2019

FBD – Finance, Benefits, and Debt, a resettlement pathway within ETTG

FNO – Foreign National Offender

HDC – Home Detention Curfew

HDCED – Home Detention Curfew Eligibility Date

HMIP – Her Majesty's Inspectorate of Prisons / Her Majesty's Inspectorate of Probation (usually distinguished as HMI Prisons / HMI Probation)

HMPPS – Her Majesty's Prison and Probation Service

HOMD – Head of Offender Management Delivery

HORR – Head of Reducing Reoffending

IAG – Information, Advice and Guidance

IOM – Integrated Offender Management

MARAC – Multi Agency Risk Assessment Conference

MoJ – Ministry of Justice

nDelius – casework management and data sharing platform used in HMPPS

NFN – New Futures Network, employment brokerage initiative for prisons

NPS – National Probation Service

NRP – non-resettlement prison

NSI – Non-Statutory Intervention

OASys – Offender Assessment System, a casework management and data sharing platform used in HMPPS

OMiC – Offender Management in Custody

OMU – Offender Management Unit, a department within each prison

OS – Offender Supervisor

OSAG – Operational and System Assurance Group, HMPPS

p-NOMIS – Prison National Offender Management Information System

PO – Probation Officer

POM – Prison Offender Manager

PRC – Personal, Relationships, and Community, a resettlement pathway within ETTG

SPO – Senior Probation Officer

TR – Transforming Rehabilitation

TTG – Through the Gate, original baseline resettlement service brought in at time of implementation of TR