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Business School

Evaluation of Greenock Prison Throughcare Project



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About the Author



Ed Cochrane is a consultant for leading global business psychology consultancy YSC. He previously worked at the University of Edinburgh Business School where he led executive education and also taught the core MBA leadership programme. He has a long and varied HR background including work in the retail and justice sectors.

Ed has a degree in Psychology is currently studying a PhD at The University of Edinburgh on Emotional Intelligence and Engagement. Having addressed a number of conferences on the issue of emotional engagement; the measurement and importance of trust remains his current passion.

Ed is an accredited Neuro-Linguistic Programming business practitioner and Team Management Systems trainer. He is a licensed situational leadership practitioner via the Centre of Leadership Studies in San Diego; and is licensed in the delivery and interpretation of psychometric tests.

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Executive Summary

This report represents a summary of the Throughcare Support Officers (TSO) project currently running at Greenock Prison. It is weighed against a series of evaluation criteria drawn up with Greenock Prison in the spring of 2013, with the intention that the project would run for a full year before any definitive conclusions could be drawn.

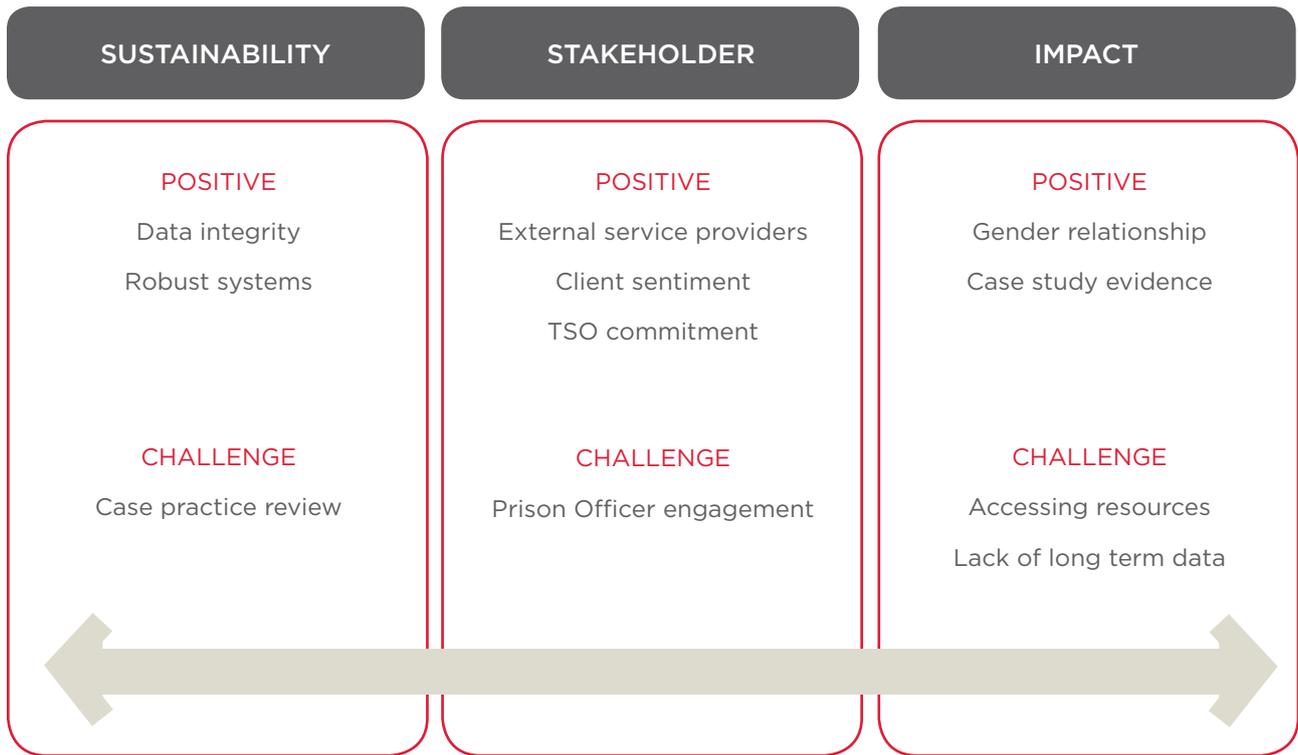
The report lays out the strategic drivers that impacted on project inception as well as the specific operational environment of the Greenock Prison Pilot (GTP).

As such, it contains the results from a combination of reported statistics, process reviews, structured interviews, case studies and focus groups; with specific recommendations flowing from the set evaluation criteria.

The report highlights positive progress in terms of a replicable project structure, aligned to accurate and robust data collection. Positive external stakeholder engagement is evident alongside high team commitment. Client perception is positive and the impact on individual cases is marked. The link to desistance is unproven given the longer timescales needed to provide accurate measurement.

Risk factors are highlighted under the categories of internal officer engagement, recruitment and review of case practice. The last of these represents the biggest opportunity to develop a pedagogy of practice, impacting immediate project success whilst shaping policy at a national level.

Figure 1: High Level Summary of Evaluation Findings



Background

THE STRATEGIC CONTEXT

In a wide ranging review of strategy (Unlocking Potential: Report of The Scottish Prison Service Organisational Review, 2013), a framework was clarified which provides the context for The Greenock Prison Throughcare Project: *“The challenge for the service in the future will be to ensure that its effective spend on rehabilitation and reintegration is better balanced, yields best value and provides return on investment in terms of outcomes. Accordingly, where possible, resource should be shifted to lever improved results in relation to rehabilitation and reintegration outcomes.”* (p.23).

With several pilot projects currently exploring the issue of prisoner throughcare, the aim of pursuing such a strategy is *“to extend the efficacy of team-based offender engagement beyond the prison wall with the third sector, community justice social work and other service providers.”* (p.26). This evaluation review of The Greenock Throughcare approach therefore sits firmly within this space and seeks to provide evidence as to

the effectiveness and efficiency of a project run from within Greenock Prison.

Additionally, the evaluation harmonises with the spirit of **The SPS Model for Service Integration**, providing a rounded view of measurement which takes users and service partner’s perceptions into account in reaching any conclusions.

Figure 2: Drivers for SPS Strategy Featured in the Evaluation Criteria

DRIVERS FOR CHANGE	EVALUATION
Collaborative approach	Evidenced via focus group, staff interviews and on-line survey
Involvement of Service Users	Focus group and case study evidence reviewed and reported
Partnership working	Service partners interviewed and surveyed to provide a holistic picture
Prevention: reducing re-offending	Statistical analyses within the context of a desistance model
Efficiency and effectiveness	Review of systems and practices to examine robustness and replicability

A Desistance Framework

Whilst outcome measures of re-offending are analysed statistically, this evaluation sits within a desistance ethos.

A debate as to the more nuanced definitions of desistance is apparent in the literature (McNeil: Criminology and Criminal Justice, 2006). This report uses the following working definition: *“Desistance is the process of abstaining from crime among those who previously had engaged in a sustained pattern of offending. It is fairly unusual for individuals to “quit crime” in the same way they might resign from employment, i.e. making a decision and walking away. This is partly because the stigma of having a criminal record reduces the opportunities for doing something other than crime. The cycle of crime and punishment can become a repetitive loop that is difficult to escape from. A better metaphor for desisting from crime is quitting smoking or recovering from another addictive behaviour such as gambling or substance use. Desistance from*

crime will probably involve some false stops and starts, sometimes called ‘relapses’.” (Ministry of Justice Factsheet: June 2010).

Therefore the evaluation, whilst not seeking to solve the complex factors involved in a desistance paradigm, nonetheless may play some part in contributing to the growing body of evidence citing the factors most impacting desistance: *“Knowledge about processes of desistance is clearly critical to our understandings of how and why ex-offenders come to change their behaviours. Indeed, building an understanding of the human processes and social contexts in and through which desistance occurs is a necessary precursor to developing practice paradigms; put another way, constructions of practice should be embedded in understandings of desistance.”* (McNeil, 2006, p.46).

Desistance points towards a more sustainable approach, focussing on individual wellbeing rather than the offence tariff as the only hard outcome. Whilst a statistical analysis of the data has been undertaken, we are mindful that re-offending is traditionally measured over a two year custody period, indicating it may be too early to measure impact using purely quantitative methods.

Project Background

HMP GREENOCK

HMP Greenock serves designated courts in the West of Scotland and holds both men and women. Greenock also provides a national facility for selected offenders serving 12 years or over. Men held in Greenock are typically on remand or serving short sentences and the women typically short and long term sentences.

Long term prisoners (those sentenced to 4 years or more) are subject to statutory supervision when they are released from prison. Short term prisoners (STPs) (those sentenced to under 4 years) are not subject to statutory supervision. STPs may be able to access support on release on a voluntary basis but there tends to be low levels of uptake. Prison Officers build up relationships of trust with offenders during their sentence and it is this positive relationship that is at the heart of the Throughcare Support Officer service being offered at Greenock.

Whilst this service is voluntary the aim is that the relationship of trust that has built up inside prison will encourage offenders to work with the Throughcare Support Officers through the transition into the community. It therefore impacts the transition of an individual offender towards community re-integration.

Figure 3: The Offender Transition Journey



Throughcare Support Officers (TSOs) Pilot

Evidence suggests that many short term prisoners (STPs) face the highest risk of re-offending immediately after leaving custody – which can be exacerbated by the lack of co-ordinated support and mentoring during this early period post prison.

Evidence also suggests, particularly with female offenders, that interventions delivered in prison and the positive behavioural changes that result will have a greater chance of success if they are supported through a continuous relationship which the offender recognises as supportive, trusting and knowledgeable.

PILOT OBJECTIVES

- To build on the personal officer role whilst in custody and extend this into the first part of community life after prison. Therefore, an end to end case management approach for people passing through custody back into the community was advised.
- To deliver the needs identified in the offender's Community Integration Plan and pre-release case conference.
- To support the individual on liberation to attend initial appointments and any subsequent appointments for an agreed period.
- To provide on-going support and advice post custody.
- To record progress through regular formal review.
- To engage with community partners ensuring a focus on continued support for individuals.
- To reduce barriers to change and contribute effectively to reduce re-offending.

The Greenock pilot is complementary to a number of Scottish Prison Service initiatives which have been launched to support throughcare and mentoring for short term offenders. The uniqueness of the Greenock pilot is that it continues and builds on the relationship that staff and the offender developed while in custody; it is person-centred and it works in collaboration with community partners.

THE ROLE OF THE THROUGH-CARE SUPPORT OFFICER (TSO)

Every prisoner passing through Greenock is provided with a 'single-point' case manager: a personal officer. The personal officer takes the lead in supporting the individual through custody and directing them into supporting services. Where the likelihood is that through-care support will also be required, post-custody, the TSO supports the individual, providing a clear link and bridge between the latter stages of custody and the early steps back into community.

The through-care support offered at Greenock is voluntary and once an individual has signed up to this support the following key services are offered:

- 6 weeks prior to release the TSO, personal officer and service user (the offender) meet to discuss what support the service user feels they will need on return to the community.
- TSOs offer motivational support and signposting to services which can meet their needs such as housing, addictions, benefits and employability services. TSOs have good links with services in the local communities.
- One week before release, a plan for the service user's release is prepared. This includes appointments that have been made for the individual post-release and information about the agencies that the service user is working with, including contact details and phone numbers. The plan

also provides the TSO contact details at the prison and mobile numbers as the TSOs may be out and about in the community. The TSOs work through the plan with the service user to ensure that all their needs have been met and that nothing has been overlooked at this stage.

- On the day of release, the TSO continues to support the service user. If required, the TSO can help with transportation and support the service-user through that day's appointments. This support may involve assistance with homelessness, addictions or benefits assessments and if required advocating on behalf of the service user. In some cases it will involve supporting the service user to meet with their family after a period apart.
- The aim of this support is to help reduce the service users' anxiety and to motivate them throughout the day; supporting them through setbacks or helping them to understand what is going on and enabling them to get their point across during assessments.
- TSO support continues for 6 weeks post-release and is service-user led. The service offered by the TSOs at this stage includes continuing motivational support, signposting to services in the community and supporting them during further appointments.
- The TSOs endeavour to have weekly contacts with each individual, face to face or via telephone. In some cases this level of support is not necessary and the individual keeps in touch on an ad-hoc basis. Each individual has differing levels of need.
- After the 6 week post-release period is complete, the TSO contacts the service user to end the formal service and to arrange for the completion of a service user evaluation form. The evaluation form attempts to gauge the usefulness of the service and if the support made a difference to the service-users engagement with appropriate services. It also explores how the service could be improved.
- Although the TSO service formally ends, service-users are encouraged to keep in touch about how they are doing and are advised that if they are having real difficulties with anything they can get in touch with the TSOs who will endeavour to help them engage with relevant services in the community.

Investment

SPS has provided funding to Greenock for this pilot in 2013/14 of £90K. Funding will continue in 2014/15. Although up to date and accurate figures are not presently available, this represents a fraction of overall SPS spending.

Figure 4: Expenditure on the Adult Criminal Justice System*

Scottish Prison Service	£295.30m
Crown Office and Procurator Fiscal Service	£105.50m
Criminal Justice Social Work	£116.35m
Police	£1.38bn
Scottish Legal Aid Board	£98.50m
Scottish Court Service	£58.10m
Judiciary	£29.60m
Criminal Injuries Compensation	£22.00m
Miscellaneous	£17.00m

*2011-12 Scottish Prison Service - Capital and Resource Expenditure
www.sps.gov.uk/Publications/Publication-4158.aspx p.27.

The annual average cost per prisoner place, which excludes capital charges, exceptional payments and the cost of the Court Custody and Prisoner Escort Contract, is £33,153 (Scottish Prison Service Annual Report & Accounts 2013-2014).

Although a simplistic return on investment calculation is a subject for debate, such figures prove useful in relation to the impact on reoffending and recidivism. If longer term desistance is achieved as a result of TSO intervention, an ROI case is easily justifiable. Even a small percentage of those released staying out of prison would create a case given the relatively small investment as part of overall SPS spend.

Programme Demographics

ELIGIBILITY

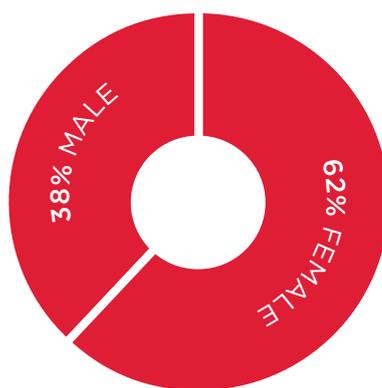
From the commencement of the pilot on 9 January 2013, 180 individuals were eligible for TSO involvement. 47 individuals completed the full programme representing 26% of those eligible. Participants came from 10 local authority areas and 4 criminal justice authorities.

Figure 5: Overall Programme Completion Rates for TSO Project

PROGRAMME COMPLETION CATEGORIES	NUMBERS	%
Disengaged Prison	14	8
Disengaged Community	37	20
Community	2	1
Declined	77	43
Prison Ongoing	0	0
Programme Completed	47	26
Pending	0	0
Case Closed	3	2
Totals	180	100

Figure 6: Gender Eligibility Breakdown for TSO Project

The ratio of female to male take up was 111 (62%) to 69 (38%). As will be discussed later in the report this is not entirely unexpected given the body of literature which exists on female offender interventions (Uggen & Kruttschnitt, 1998). Statistical analysis takes the larger number of female offenders completing the programme into account when undertaking any meaningful correlations.



The cohort represented a mixed age range (Figure 7) and additional demographic information was made available, including number of previous convicted custodies, marital status, number of children, housing admission and return to custody information (Figure 8).

The robustness and thoroughness of the data set allowed for meaningful correlation work to be undertaken.*

*(Full demographic information is available on request).

Figure 7: Age Range of GTSO Cohort

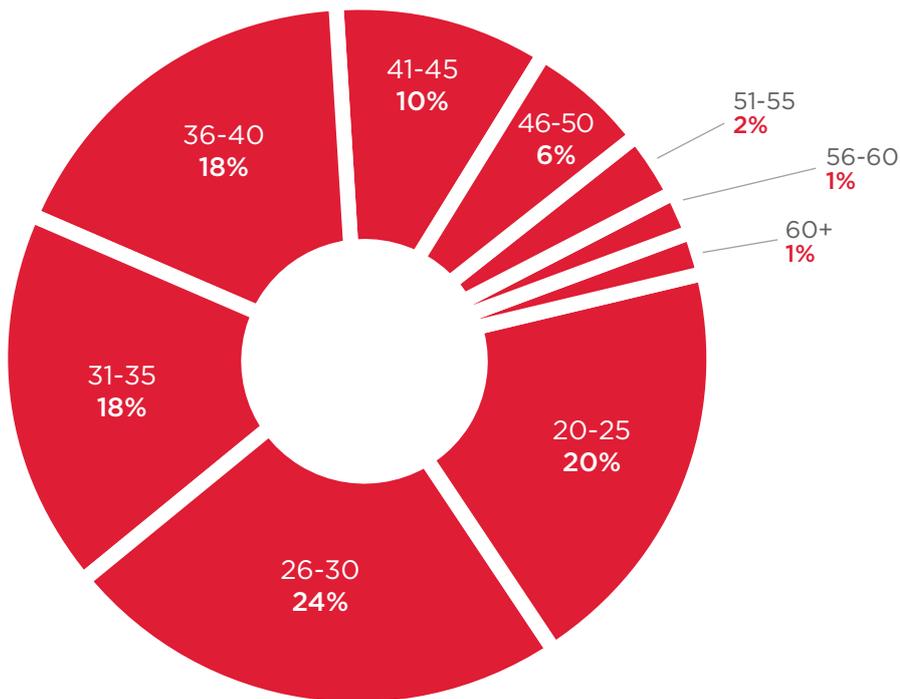


Figure 8: Summary Demographics from the TSO Evaluation Group.

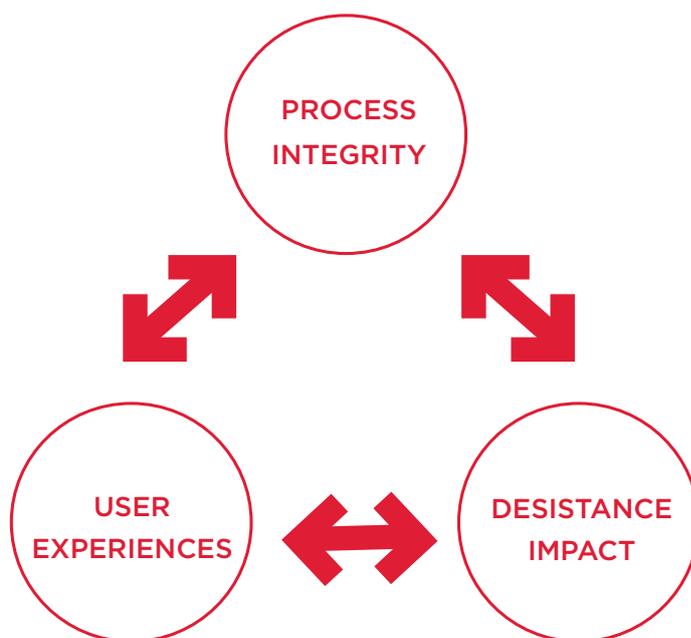
DEMOGRAPHIC TRENDS	SUMMARY
Gender	111 female / 69 male
Age profile	20 to 60+
Local authority area	10 authorities / 4 criminal justice authorities
Number of previous offences	0 to 51+
Marital status	Dominated by single men and women
Substance misuse	Over 50% of the population has known drug and alcohol problems
Employment status	155 known to be unemployed on admission

Evaluation Criteria

To enable final evaluation, a set number of criteria were developed in conjunction with The Deputy Governor and TSO team in the early stages of the project. These were designed to represent both hard and soft measures of impact.

These were selected to give a rounded view of project success, taking account of multiple touch points and access to data relevant to measurement.

Figure 9: The Three Key Aspects of the TSO Evaluation of Greenock



This review focused on The Greenock TSO Approach rather than comparisons to other throughcare approaches or pilots (although positive comparisons are mentioned under stakeholder feedback). Relevant research is referenced but the evaluation is not intended to be a deliberation on the merits of a desistance model which is covered more thoroughly elsewhere (McNeill, SCCJR, 2009).

A mixed methods approach was chosen featuring case studies, focus groups, statistical analysis, individual interviews and survey analysis. These were intended to give a triangulated view of success (Blaikie, 2000, p.262). The criteria for evaluations are more clearly articulated in Figure 10.

Figure 10: Evaluation Criteria for Greenock Prison TSO Pilot

CRITERIA	DESCRIPTION
Impact re-offending Information pertinent to impacting key re-offending outcomes have been clearly set out and measured.	Offender outcomes Which key offender outcomes have been impacted?
	Desistance model Has evidence for desistance been found?
<hr/>	
<i>Method of evaluation</i>	<i>Statistical correlations / case study</i>
Stakeholder engagement Key stakeholders have been engaged positively in the process.	Inter- agency Have agencies key to successful outcomes been engaged?
	Prison officer population Has the prison officer population bought into the project?
	Individual project staff Are individual project officer staff motivated to see this as a worthwhile venture?
<hr/>	
<i>Method of evaluation</i>	<i>Focus groups / on-line survey / interviews</i>
Utility The project has been viewed as effective and valuable across service users.	Individual users Have individual prisoners found this a valuable process?
	Inter- agency Have key stakeholder agencies found this a valuable process?
	Prison staff Have project officer staff found this a valuable project?
<hr/>	
<i>Method of evaluation</i>	<i>Focus groups / interviews / survey</i>
Development of a reliable and replicable model The model represents rigour and can be replicated across a broad spectrum of the Scottish Prison Service.	Processes Processes are capable of replication across the service.
	Rigour Has been developed based on rigorous thinking.
	Training Training is clearly articulated and delivered in an effective manner.
<hr/>	
<i>Method of evaluation</i>	<i>Interviews / case file review</i>

This report therefore looks at progress against these four areas. In order to achieve this, the following data points were considered (Figure 11).

Figure 11: Summary of Evaluation Methods and Data

EVALUATION METHOD	DATE	DETAIL
Interviews	April 2013	8 Semi-structured interviews
File sampling	October 2013 and May 2014	30 cases selected at random
Structure / process review	April 2013 and May 2014	Process mapping exercise File sampling
Statistical collection and analysis	July 2014	Statistical analysis to look for meaningful correlations in the data set
Focus groups	June 2014	Covering 8 Prison Officers, 11 Prisoners and 5 Outside Agencies
On-line surveys of service partners	May 2014	Covering 7 service providers
Collection of case studies	To July 2014	6 case studies – thematic analysis
Attendances at project boards / ad hoc conversations	Throughout project lifecycle	Project boards Individual TSO meetings

Given the cohort size and date range monitored, there was an assumption that longer term trends in desistance would prove difficult to assess given this is usually measured over a two year period. An interim review was completed during 2013. Rather than repeating these findings, they are integrated with the final evaluation data when considering any conclusions.

In order to provide manageability of the data within limited evaluation timescales and ease of access to the key findings, the original evaluation criteria were considered in terms of three key headers:

- Replicability and Sustainability
- Stakeholder Engagement
- Longer Term Impact

The first two are considered in the sections that follow, while longer term impact is addressed more holistically throughout the document.

Replicability and Sustainability

A key aim of the evaluation was to examine the rigour and replicability of the TSO system and processes in order to assess ease of transfer to other SPS establishments. In pursuit of this, random sampling of case files was completed, and a complete process mapping exercise undertaken*.

*Available on request.

The entire data set was made available in order that later statistical correlations could be achieved. TSO interviews were conducted and *ad hoc*, ongoing conversations supplement the findings.

Figure 12: Summary of Evaluation Methods and Findings



The following findings take account of both individual interview and case file analysis.

DATA INTEGRITY

TSOs showed due diligence in ensuring that complete statistical data was collected regularly, consistently and accurately. A review of 30 randomly sampled case files accurately mapped file notes on to the data set. The importance of this cannot be underestimated as project evaluation is often hampered by data which is not clean and is inaccurate. Further, this data set now creates a benchmark for future analysis and the potential for both short and long term trend analysis.

PROCESS REVIEW

A particular highlight of the TSO model being developed has been its thoroughness in setting up systems which clearly articulate the processes and allow for continual improvements.

This is important in the roll out of future TSO projects, whether in Greenock or elsewhere, which will be well served by following sensible, workable and practical processes developed here. Peter Hill, representing UEBS, worked with TSOs in order to capture and map end to end processes.

Individual TSOs must take credit for their dedication to working out teething problems and systematising processes dovetailing into the aim of TSO intervention.

CASE REVIEW AND MANAGEMENT

As part of the case file review and in discussion with individual TSO staff, the question was addressed as to the effectiveness of TSO intervention on particular cases. This addressed the question of – **what particular part of the TSO intervention makes an actual difference in terms of desistance?**

A conclusion to this question is rendered difficult due to two factors:

- While case files are structured and factual they do not, in themselves, provide much indication as to the nature of the subjective transactions occurring between TSOs and clients. They are primarily activity logs.
- TSOs, whilst highlighting pockets of good practice and individual success stories, do not have a structured process for reviewing and identifying good practice.

It is this latter factor which hinders evaluation of impact. This is not to negate the impact of TSO intervention on particular cases (see case study section) or to underrepresent the positive feedback from all sectors of the stakeholder community. However, it does get to the heart of the issue – what is it about the TSO-Client interaction that is most likely to make the biggest tangible difference?

RESOURCING

One outstanding issue relates to recruitment of TSOs. One TSO had to withdraw from the project. Recruitment to the post failed to elicit a choice of candidates. Although the working patterns associated with the post may be a factor in this, the disengagement of regular prison officers from the TSO project may also be a

contributory factor (see focus group results). Do officers see the role as an attractive proposition? Do they feel they have the confidence and personal skills to succeed? Do they believe in the TSO ethos enough in order to be motivated to apply?

The dangers of staff moving on/ leaving are always real. Continuity of service and disruption to the vital TSO-Client relationship suffer as a result.

TSO COMMITMENT

The focal point provided by TSOs was seen as compensating for the lack of joined up resources fundamental to the community re-integration journey. The disparate nature of health, employment, housing and benefits provision permeates these conversations.

“What used to be a big problem was getting to their appointments because although they were full of motivation when they were in here they don't have as many opportunities to get drugs as they do outside. They'd had very little stress when they were in here. As soon as they walk through those gates they've either got family problems or they've got access to as much drugs as they want. So if they've got appointments set up by me, 9 times out of 10 they would go elsewhere so that was one of the main things to make it to the places they were meant to and continue with what they were meant to be doing.” (Service provider A).

Again, interviews (aligned to *ad hoc* conversations) spoke positively of the difference a dedicated team made to the process of tracking prisoners into the community.

“The prison through care service that Gerry and Tracy are doing, they deal with most of the chaotic people. We used to do it all but they're now dealing mainly with the chaotic people so that on the day that person leaves here Gerry and Tracey take them by car to the office and they then get handed a set of keys and they'll obviously move into a temporary flat/house whatever. And then Gerry and Tracey do everything after that, they arrange all the kind of job seekers stuff although it's usually done anyway though they still have to go and sign on so they arrange everything like that whereas previously it would have been the homeless department's workers that would do that so it takes a bit of work off their support workers but it's good as they're dealing with the really chaotic people.” (Service Provider B).

INDIVIDUALISATION

Comments were made regarding the importance of personal contact in impacting success rates. In particular, referencing a TSO who actually knew the offender, not only impacted behaviour, but gave the service provider a one-stop-shop, filling in necessary prisoner background and developing better rapport.

“So it's having that personal face you know it makes people, to a degree, not for everyone but I do think there is a way it might improve the chances of them continuing to engage with the service because they know that person, they can deal with them, they feel comfortable around them rather than that stranger that they've never met before and had no relationship with I think that makes a difference.” (Service Provider C).

A key feature of the TSO programme was the early involvement of a well thought out and articulated process for those being released. Internal stakeholders commented on this unanimously, in particular, the frequency and quality of the relationship between the TSOs and service providers was a point of note (see survey results). This resonates with research highlighting the initial, structured community engagement as core to success (Rosenfeld, Petersilia & Visser, 2008).

Figure 13: System and Process Evidence Against Pilot Objectives

GTP PILOT OBJECTIVES	EVALUATION FINDINGS
To build on the Personal Officer role whilst in custody and extend this into the first part of community life after prison.	Systems and processes mapped, refined and efficient.
An end to end case management approach for people passing through custody back into community.	Case management established consistently and accurately.
To deliver the needs identified in the offender's Community Integration Plan and pre-release case conference.	Needs identified and recorded effectively.
To support the individual on liberation to attend initial appointments and any subsequent appointments for an agreed period.	Evidence provided and effectively recorded.
To provide on-going support and advice post custody.	Evidence provided and effectively recorded.
To record progress through regular formal review.	Activity recorded rather than progress identified.
To engage with community partners ensuring a focus on continued support for individuals.	Evidence provided and effectively recorded.
To reduce barriers to change and contribute effectively to reduce re-offending.	Barriers identified but the correlation between these and programme success underreported.

SUMMARY AND RECOMMENDATIONS

The high commitment from TSO Project Officers in developing processes and procedures without a pre-existing framework is evident and commendable. Robust data capture and sensible case management processes ensure that the TSO system is not only sustainable but replicable across diverse areas of the Scottish Prison Service.

Service provider feedback highlights the importance for those being released the TSO in integrating the offender journey.

Four tangible recommendations are therefore suggested:

Figure 14: Recommendations on Replicability and Sustainability

DATA CAPTURE

Continuation of capturing programme data in a regular and robust fashion - this will mean longer term studies of desistance can therefore be completed.

CASE REVIEW

Case review processes need to be established and deeply embedded - practice can then be captured, interrogated and shed light on those TSO behaviours that most impact desistance. Themes, trends and insights should be captured, regularly reviewed and shared widely.

SKILLS IDENTIFICATION MATRIX

A simple skills identification matrix to be developed - this information should be used to inform what type of relational behaviour TSOs display which make the community transition easier and ultimately successful. This will then inform future recruitment decisions.

INCENTIVISING RECRUITMENT

TSOs are taken from a small pool of willing volunteers - This risks side-lining those who may have the motivation and skills which make for a successful TSO or including TSOs in the population whose performance may be suboptimal. A review of recruitment practices would be timely.

Statistical analysis

In order to examine the difference the TSO project makes to the lives of offenders, two key measures of impact were analysed:

Correlations examining success of project completion

Correlations with long term conviction rates

Wide ranging statistical analysis was conducted covering gender differences, demographic trends and project completion rates.

On completion, these were distilled into four key findings:

Figure 15: Headlines for the Statistical Analysis of Programme Data

GENDER DIFFERENCES

Females are more likely to complete the programme.

LOCAL AUTHORITY AREA

Local offenders are less likely to complete the programme.

LENGTH OF SENTENCE

No meaningful correlations were found but interesting patterns discussed.

RETURN TO CUSTODY

No meaningful correlations were found.

GENDER DIFFERENCES

Much has been said as to the gender differences highlighted in the literature on the impact of throughcare interventions (Uggen & Kruttschnitt, 1998). Correlations of gender vs project completion were therefore completed.

The results show there is a negative (-0.33) and significant correlation between the relevant data which means **there is a greater probability that female prisoners would complete the programme.**

Figure 16: Gender vs GTP Completion Rates

GENDER			
CURRENT STATUS	FEMALE (0)	MALE (1)	TOTAL
Declined	33	44	77
Disengaged Community	25	12	37
Disengaged Prison	12	2	14
Programme Completed	38	9	47
Total	108	67	175

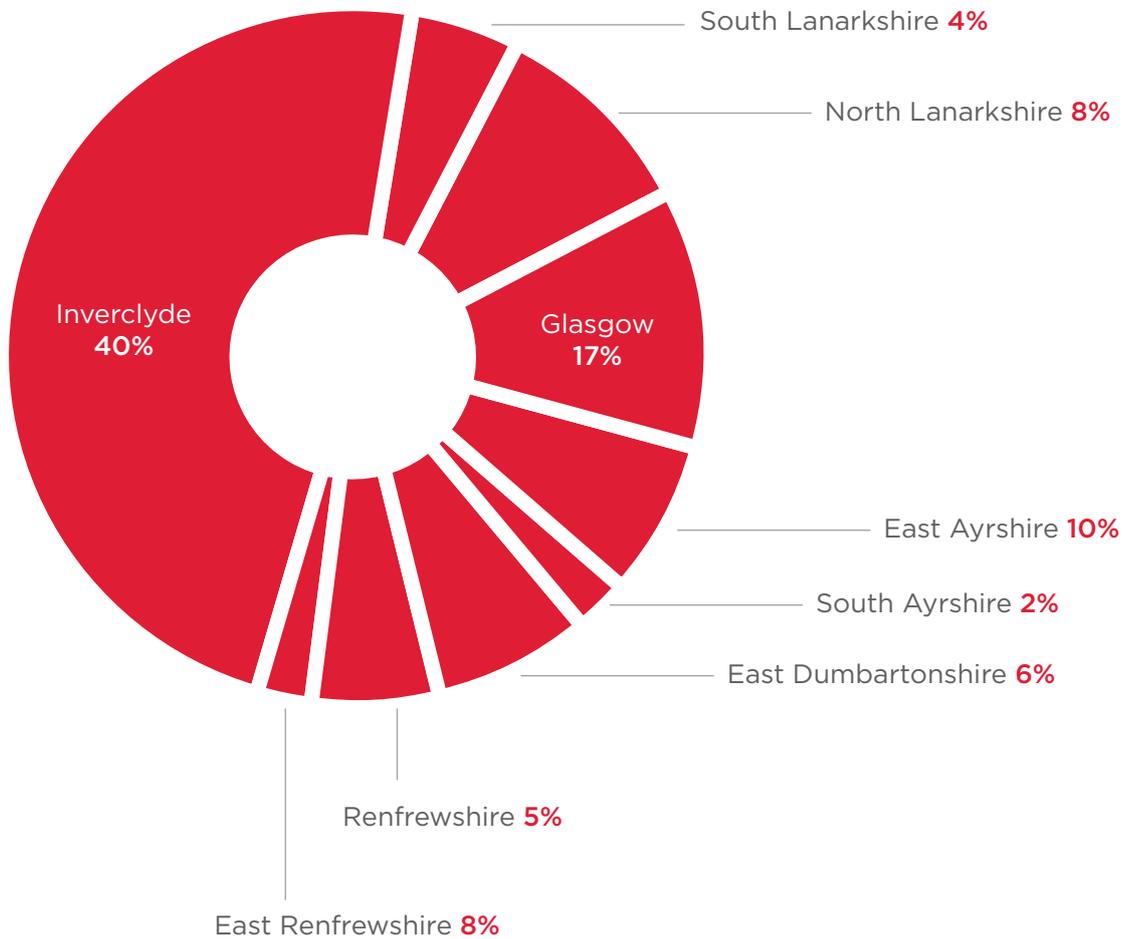
To account for this result, there is an argument to be made that female offenders tend to be more open about the issues impacting their lives and criminality than male offenders. A greater willingness to generally engage with prison staff once they have established a bond of trust may make them more receptive to support and encouragement to change.

This raises a point as to the identification of what aspects of trust are important? How can that best be created? How does it differ for male offenders and how can TSOs better establish it? If male offenders are less likely to engage how can TSOs develop their practice to impact male engagement rates? This reflective case review process would be invaluable in increasing the effectiveness of the TSOs role.

LOCAL AUTHORITY AREA

Another area of study related to the geographical area of the population. Offenders were drawn from 10 local authority areas.

Figure 17: Eligible TSO Clients per Local Authority Area



The result of Chi-square test suggests that there is **a significant correlation between the place where prisoners come from and their current status.**

A 7 scale level is used in order to differentiate places based on the frequency of prisoners from that place. 1 represents the lowest frequency of prisoners and 7 represents the highest frequency of prisoners from one place, which

is Greenock. A Pearson correlation result suggests a negative (-0.32) and significant correlation between these two categories suggesting prisoners from Greenock are less likely to complete the programme.

Figure 18: GTP vs Local Authority Area

CURRENT STATUS	OTHER	AIRDRIE	PAISLEY	PORT GLASGOW	KILMARNOCK	GLASGOW	GREENOCK	TOTAL
Disengaged	13	3	1	8	2	15	35	77
Disengaged Community	9	1	2	2	7	4	12	37
Disengaged Prison	7	0	0	1	1	5	0	14
Programme Completed	22	1	5	1	4	4	10	47

The reasons for this finding are not immediately apparent. It may be that local offenders feel they have an adequate knowledge of their own immediate environment and do not see the relevance of throughcare support. It may also be that there is a certain stigma associated with leaning on obvious prison support post liberation.

Alternatively, it may be the case that the likelihood of completion is dependent on the level of service provision available in the locus of their liberation, irrespective of TSO intervention.

Given a statistical significance, further work is required to help identify the causal relationships.

In particular, comparative statistics from other throughcare initiatives may prove significant.

LENGTH OF SENTENCE

Further, we were interested in whether length of sentence impacted TSO success rates. No significant relationships were found.

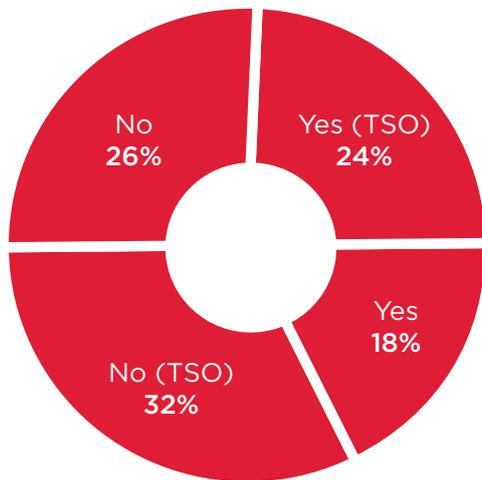
Figure 19: GTP vs Length of Sentence

CURRENT STATUS	LENGTH OF SENTENCE			TOTAL
	UP TO 6 MONTHS	7-12 MONTHS	OVER 1 YEAR	
Declined	32	19	26	77
Disengaged Community	9	13	15	37
Disengaged Prison	7	3	4	14
Programme Completed	15	19	13	47

RETURN TO CUSTODY

One of the key measures of impact is the relationship between successfully completing the TSO programme and re-offending rates. These latter statistics were provided by SPS and analysis completed. Project completion was measured against return to custody statistics.

Figure 20: Return to Custody Statistics



Using both nominal and ordinal variables, there is not a significant correlation (0.058) between project completion and return to custody (considering two categories as nominal variables).

Figure 21: GTP vs Return to Custody

CURRENT STATUS	RETURN TO CUSTODY		
	NO	YES	TOTAL
Declined	48	29	37
Disengaged Community	21	16	37
Disengaged Prison	7	7	14
Programme Completed	28	21	49
Total	104	73	137

As previously noted, desistance is typically measured over a two-year period. Although showing no short term impact, we cannot, with any degree of certainty predict whether this would be a longer term trend.

STATISTICAL SUMMARY

The analysis throws up a series of questions which require longer term data analysis supplemented by deeper investigation on the psychological factors which most impact TSO engagement. Although these create separate research pathways outside the scope of this investigation, they have relevance to increasing the effectiveness of the GTP over the medium to longer term.

These can be summarised as follows:

- Continue data capture over a two-year period in order to provide both comparative and longitudinal research data.
- Interrogate ongoing TSO practice in order to positively impact male engagement with the project.
- Use a two-year longitudinal analysis of data to shed light on the overall impact of the GTP on long term desistance.
- Analyse service differences in local authority areas to look at areas of good practice impacting community re-integration.

Stakeholder Engagement

The issues of stakeholder engagement covers three key communities – offenders themselves, external service providers and the prison officer population.

Eight semi-structured interviews were held during October to December 2013. These included interviews with TSO staff and external service partners. These were further supplemented by focus groups and an on-line survey of external service providers undertaken during June 2014.

These were augmented by several face to face meetings with TSO staff as part of a random sampling of files.

These interviews focussed on three key themes with secondary areas emerging during the semi-structured focus group facilitation.

- How is the project progressing?
- What impact is it having?
- What would make the biggest difference to offender outcomes?

All interviewees were guaranteed anonymity and conditions of confidentiality were enforced.

Three focus groups were held on the morning of 13/06/2014.

Participants included:

Prison Officers – 8 present

Prisoners – 11 present

Outside Agencies – 5 present

Outside agencies present were Inverclyde Council (Homeless Services & Prevention), CIRCLE Scotland, Scottish Welfare Fund (Inverclyde), Alcohol Addiction Prevention Services (Inverclyde), NHS.

With the exception of Gerry, Tracy and Alan (TSOs) all names have been removed from this report to protect anonymity. Therefore comments cannot be attributed to any one person, although for reference and credibility, the comments from the groups have been categorised as above.

Prison Officers – Red

Prisoners – Green

Outside Agencies – Blue

A summary of the key findings is provided (Figure 22) alongside a fuller summarised transcript which breaks down and attributes comments to particular stakeholder groups.

Figure 22: Summary of Findings from the TSO Stakeholder Focus Group

FEEDBACK THEMES	SUMMARY OF STAKEHOLDER COMMENTS
Positive project regard	Universal agreement that the TSO approach was received as highly positive from clients, officers and external agencies alike.
Internal communication	Some confusion as to the exact nature and aim of the project with prison officer views the most diverse.
TSO benefit	External agencies highlighted the spin out benefits of engaging with TSOs in connecting disparate community support services.
Positive client perception	Clients listed a variety of issues the TSO project helped with, including housing, benefits and health service access.
Positive comparisons	External agencies highlighted the TSO approach as superior to programmes run in other prisons.
Supportive framework	The role of specific staff in supporting the prisoner journey was highlighted as key.
Longer term impact	Scepticism exists as to the specific difference this type of project makes to reducing offending rates (desistance).
Offender category	No universal agreement as to the type of offenders who would most benefit from the TSO approach.
Awareness raising	Raise the awareness of the approach with the prison officer population.
Replication	Roll out similar programmes across other prisons in Scotland.

In order to bring these findings to life, a fuller transcript of the focus groups is described in the following section. These provide a richness of data often missing in research and the individual reactions which tend to be neutered within the confines of a research report. It adds colour to this report and demonstrates the range, breadth and depth of sentiment from the various communities sampled.

1. HOW WOULD YOU DESCRIBE YOUR KNOWLEDGE OF THE TSO PROJECT?

Clients

The prisoners were aware of it.

Three of the prisoners present had been through the process and valued it.

One person had not been through the process and wished he had.

One person had refused to go through the process although he denied he had refused it, claiming that he was not offered it.

Help us get stuff outside.

Stop us from coming back.

Address problems.

Identify problems and help us sort them.

Help us get benefits.

Help us with addiction issues.

Realise how good it is when you get out – didn't realise it would be that good until you got out.

Officers

The prison officers knew of it in general terms rather than specific detail.

There was some confusion around what used to be TFF (Transition for Freedom) and TSO; and also some confusion around two units being built within Greenock (Community Integration Units). It is possible that 'personal officers' would know a lot more of the TSO project and its specifics than the officers who were present knew; however, those present were knowledgeable of the project in varying ranges of awareness.

Designed to set prisoners up for release.

Transition from custody to freedom.

Extra support and prevention of return.

External agencies

A general knowledge of the TSO project was present, dating right back to its inception from Elish Angiolini's report.

The outside agencies were very aware of it and could not praise it high enough.

Link for prisoners.

It co-ordinates the agencies – I know that is not the main purpose, but that is an invaluable by product.

Helps clients (prisoners) take the next steps.

Makes for easier transition from outside to inside AND inside to outside, where a client slips and returns.

It is a comprehensive communications link.

Has helped with welfare fund arrangements on day of release.

Has helped with arranging homeless support.

Has helped with arrangements where outside agencies have been shut (over weekends) It beats Low Moss, Barlinnie or Kilmarnock hands down, every time on communications with outside agencies.

2. WHEN HAVE YOU COME INTO CONTACT WITH THE PROJECT?

Clients

All of the participants of the study groups had come into contact with the project in some way or another, with the exception of three prisoners (two of whom did not speak and one who had slight issues with recall and recognition).

Met with Alan (TSO)

Used the TSOs before and after leaving jail

Got them to help with paperwork, because paperwork is really difficult for me.

They helped me with applications for welfare and really helped when we got to the office, because some of the people are not really helpful in the offices outside, it might be the weekend and that and the offices are shut.

Officers

The Officers had either had contact with Tracy, Gerry or Alan or through, in many cases, Personal Officers.

Have referred prisoners to TSOs.

Had prisoners discussing TSO roles with us.

Discussed with TSOs with Personal officers and prisoners.

Had received advice from TSOs.

External agencies

The outside agencies had direct contact with the TSOs and really valued it. Of the prisoners, three had had direct experience of using the project and had returned for a variety of reasons – ranging from addiction to personal problems.

Tracy was my first contact and she was a breath of fresh air in relation to my experience with other establishments – my first day was an open day explaining what the TSO was all about and she couldn't have been more helpful.

Used the TSO with the LINK centre staff.

Have done some family work with one patient and this was of great benefit to both the patient and the education of the family.

3. WHAT STAFF HAVE YOU MOST FREQUENTLY COME INTO CONTACT WITH?

General

The three TSOs - Tracy, Gerry and Alan - were the most common responses to this question amongst attendees of all three groups.

Personal officers play a large part in this process and their understanding, promotion and explanation of the TSO role is vital in order for the take up to be higher. There will always be the cases where there are special needs amongst the prisoners that make the promotion and awareness of the project and TSOs difficult and will affect the take up of their services, as indeed was the case with one attending prisoner. However, these are few and far between. For only two (three) TSOs their reputation and work can only be described as extremely positive.

Clients

Tracy helped me when working on SHINE for six months afterwards and that really helped.

Personal officers made me aware of Gerry and what they(TSOs) did during monthly choice meetings.

Alan was there during core screen.

Gerry answered questions on other courses.

Alan has helped with monthly Goals.

Clients

Alan was constant throughout the release process.

Gerry has given sound advice.

Tracy explained what was going to happen and she was right.

External agencies

Tracy was my first contact and she was a breath of fresh air in relation to my experience with other establishments - my first day was an open day explaining what the TSO was all about and she couldn't have been more helpful.

Gerry and Alan have worked together as a team in one case and it was seamless.

Tracy assisted with liaison with the LINK Centre staff and that really helped.

4. DESCRIBE YOUR EXPERIENCES OF THE PROJECT (GOOD, BAD OR INDIFFERENT)?

General

The overarching experience of everyone who was present – Officers, Prisoners or Outside Agencies – was categorically positive. Despite the use of contrary questioning it was difficult to find a negative experience of this project.

Officers

There was a little scepticism of the project amongst prison officers – questions as to why it was targeted at female offenders and why it was not available to long term and short term offenders, but this was more about understanding the nature of a pilot project rather than any bad experience.

The word in the halls and landings amongst the prisoners is positive – although care has to be taken that it is not abused – thinking of TSOs as a taxi service outside or as released offenders treating TSOs as their own personal assistants. Both Gerry and Alan knowing their own remit and diligently sticking to it counters this very well.

Officers

Every time I have worked with Gerry or Alan on this it has been positive.

Some of the prisoners wax lyrical about it.

Different halls have different awareness of the project.

Why is there more focus on female offenders?

One prisoner was released, had his flat set up through Gerry and Alan – he used to be in every week, but he hasn't been back now for four months.

Clients

Alan has helped with personal goal setting.

Gerry has made the appointment making easier for me.

Gerry could do more of my paperwork to make it easier to sort things out with them.

I got released last time and didn't use them (TSOs) but there is so much to do and they (the system) don't help you at all. Next time I am out I am going to use them (TSOs).

External agencies

This system is phenomenal and should be in all establishments – I work across all the prisons in Scotland and you can really see the difference.

Addicts often leave with a cloud and with the TSO in place they are often a lot calmer and there is less chaos for them.

The co-ordination between Gerry and Alan is good and their own personal style is so right for this role.

They have even made me understand my role better – Tracy knew what I needed to do to get the best results in my job and I met her on my first day in the post.

5. DO YOU THINK IT IS MAKING A DIFFERENCE?

Officers

The prison officer's intuition tells them that it is making a difference, but as you would expect in a highly political environment, they know that empirical evidence is what is called for from outside and above.

Need to see the stats, really.

Not sure about targeting the female prisoners.

Experience that we have heard from the prisoners is that it has been great.

Males have more social support – Grans, Mums, Wives and Girlfriends.

Some males have been re-offending for 25 years – how do we break that?

Staff in the halls will tell us.

The ones that use the TSOs, you can tell when they walk out of the gate – they are smiling – others go out in twos and threes and head straight for the offy.

Clients

It makes a huge difference to us, the clients, their families and the whole system.

It certainly made a difference to one client who through Gerry and Alan managed to get access to her 2 children and that really made the difference between coming back inside and staying in the community.

It is not a gender thing – it doesn't work like that – it is all down to the difference between those that really want it [liberty] and those that say they do but have an ulterior motive.

We have noticed that repeat offenders stay out longer and that costs the system less, so that has to be a good thing.

External agencies

The prisoners know it works for them but the odds are stacked against them in many cases – alcohol and substance addiction, the negative influence of many of their social networks all play a part in pulling them to the 'dark side.' The outside agencies were very aware of it and could not praise it high enough. It made their job easier; it certainly saves significantly on labour costs as the TSOs act as a one-stop-shop for both the prisoners and the outside agencies. There is a marked positive difference in:

- Housing relations
- The script
- The benefits agency
- Shopping
- Temporary accommodation
- Welfare arrangements
- Labour saving of the agencies and the prison
- Continuity of communications – don't need to explain the same situation to 7 or 8 different people from the same office.

The outside agencies were in a position to compare Greenock with other SPS establishments and they compared more than favourably. Problems that they encounter with other establishments and prisoners being released just did not happen when working with the TSOs.

A woman hairdresser (now) was an offender and TSO has helped her a lot – training, job interview, connecting her with people and she has not been back here (Greenock).

It makes a difference because once you get through all the crap – paperwork, like, it gives us options.

It makes a difference because you know they (TSOs) are there for you.

6. WHAT TYPES OF OFFENDERS DO YOU THINK IT CAN MAKE A DIFFERENCE TO (IF ANY)?

Summary

This varied depending on who you talked to, as one would expect. The general consensus is that everyone who WANTS to benefit from it can. Most of the staff and support agencies know who fall into the category of those who really want to change. Regardless, it is commendable that staff do not pre-judge and are able to manage their workloads to minimise the impact of those who may abuse the support available.

Officers

Comments from Gerry and Alan indicated that they know it cannot work for everyone but **with the ones it doesn't work for, they would do the same again in the hope that one day it will make a difference.**

It works best with those who do not have demons (drugs, alcohol, abuse, etc.)

Clients

It works best with short term sentences.

In certain places (geographical locations) where the staff (Gerry and Alan) are known by others (support agencies).

It could work with drug users.

It would need more specialist help if mental health issues were there.

External agencies

Works well for potential repeat offenders.

Clients with slight learning difficulties.

First time offenders.

Those that have been inside for a long time where society has changed significantly since they were sentenced.

7. WHAT CHANGES WOULD YOU MAKE IF ANY?

Summary

There were a number of suggestions made in a constructive way to build on the programme.

Officers

An awareness session for all staff and repeat it regularly, with success stories.

Hear from prisoners' own experience.

Involve the staff in the education programme of TSOs.

Gerry pointed out that it works really well with the tag system.

Clients

Make it compulsory.

Give the TSOs more time.

Use the system to keep in touch monthly.

Point out that the guys (TSOs) help us get some order from the chaos.

External agencies

Needs a bigger team.

Roll it out across Scotland.

Important to get more people like Gerry and Alan, who have taken ownership of it.

Train others to use it in this and other prisons.

More awareness of it in Local Authorities and outside agencies.

More tea and biscuits.

8. ADDITIONAL QUESTIONS FOR PRISON STAFF

**Does the project have a positive image amongst officers?
If so, why? If not, why not? What would need to change?**

Summary

The TSO project has a very positive image. As mentioned before the focus groups of prison officers were not personal officers. Had it been the responses would have been off the scale in favour of positivity.

The changes mentioned in response to the previous question would enhance what would be a very successful project that the staff are very proud of – and quite rightly so.

Officers

Very positive with the majority of prisoners – but there are some that it is not so positive with.

There is a good relationship between prisoners and staff in Greenock and that really helps.

Online Survey Results

An anonymous, on-line survey was completed by external service providers during June 2014.

Five key questions were asked:

1. How would you describe your experience of the Throughcare Project?
2. What have you found most useful about the service offered?
3. What difference do you think the project has made to individuals?
4. What would you like to see improved about the service offered?
5. Any other comments you would like to make?

A narrative analysis was completed looking at common themes. This resulted in several emerging themes, although care needs to be taken due to the relatively small sample size. The themes revolve around a positive project perception, favourable comparisons to similar projects, better information exchange as a result of the TSO project and the practical support provided to service users (see Figure 23).

Figure 23: Summary of On-line Survey External Service Provider Feedback

THEME	KEY SENTIMENT EXPRESSED
Positive perception	Experiences of the service have been positive.
Rapid response	Continuity of service from those best placed to rapidly respond to prisoners needs commented upon.
Improved communication	Communication lines between prison and service better than Low Moss.
Support at time of need	Support at the vital stage of release and making that transition.
Aftercare and transition support	Practical aftercare support on the users most impacting good transition back into the community.

Alongside this, providers made several recommendations for improvement which included:

- Holding pre-release meetings with the TC officers.
- Improved information on the range of service available to clients once throughcare support has finished.
- Earlier notification of clients who are not engaging within the six week period.
- Better sharing of good practice on a more systematic basis.

- A more general recommendation that the Greenock TSO model be extended to other prisons.

Within this, there was a strong acknowledgement of the barriers that offenders face as they transition from prison. Access to housing, benefits and adequate healthcare are key contingencies.

These issues run as golden threads throughout the entire report, peppering individual interviews, case notes and individual case study material.

Although not discussed in depth as part of this report, we take this to be a very definite barrier to successful community re-integration. Given the wealth of research on this area, it is not our aim to replicate that here. This is not to underestimate the seriousness of the problem.

Real Life Success Stories

There is a danger that formal evaluation methods fail to bring to life the subtleties, nuances and intricacies of the day to day work of The TSOs. A selection of case studies demonstrate the type of successes TSO intervention can achieve, beyond the longer term impact on desistance.

Five case studies have been selected providing a rounded flavour of the client needs being dealt with, the key issues impacting the project and most importantly the impact at an individual and very human level.

The barriers to successful community re-integration are signposted as:

HUB SUPPORT

A focussed support accessing the key agencies and support networks required at the point of release. A one-stop-shop accessing desperate services in a focussed and timebound manner.

ADVOCACY

In approaching agencies vital to making a successful transition back into the community i.e. housing and healthcare. Articulating the needs in a manner which is relevant, supportive and knowledgeable.

BARRIERS TO SUCCESS

The barriers to success run along lines similar findings in related research, where drug use, accommodation and employment are found as key factors; the combination of these and financial concerns leading to likely re-conviction. (Justice Review, 2009. p.12).

EMOTIONAL SUPPORT

At the point where emotions are most impacted by change, uncertainty, risk and adapting to a new routine. A familiar face from their 'old world' who understands their personal challenges.

INTERAGENCY WORKING

The importance of the role TSOs play where those being released may lack the organisational, cognitive or motivational abilities to deal with multiple demands on their time and energy.

IMPACT

The real impact at an individual level TSO intervention can bring alongside the wider implications for families and communities.

Evaluation needs therefore to be set against the softer but often overlooked question – **what does TSO intervention mean to the individual in terms of both value?**

It may be that a more thorough case study approach can help reveal the specific factors that make for successful community re-integration. These may be factors that go beyond traditional paradigms, going some way to meeting the aspirations of fellow researchers.

“The research identified certain other factors, aside from programs and services, which help prevent former inmates from reoffending. A stable marriage is one; a job the released wants to keep is

another. These findings contradict previous studies that show that individual changes (such as changes in personal attitudes, improving one's education and staying away from illegal drugs) are more important than work and family in keeping releasees on a noncriminal path. Hopefully, additional studies will clarify which.” (Rosenfeld, Petersilia & Visher, 2008)

However, these are not case studies. They are real people, with real lives, facing real issues. They are more than numbers on a case file or statistics on the researcher's spreadsheet.

CASE STUDY 1: MR K

Mr K is a 24 year old man from Greenock with a long history of alcohol and drug misuse. He has 26 previous convictions for alcohol and drug related crime and was sectioned for his misuse of a drug called "Brain" prior to imprisonment. He had previously worked with the TSO project.

Mr K normally lives with his mother in Greenock however on this sentence had exhausted his mother's patience and she didn't want him to return to the house to live. During conversations with his mother she mentioned that Mr K was very prone to peer pressure in the community. We discussed the homeless options with Mr K and his mother and the pressure living in homeless accommodation brings.

Mr K had informed us that all he required was support in the community and the chance to receive counselling for his alcohol and drug use.

We, through discussion with Mr K, his mum and the Wellpark Centre agreed a treatment and support plan for Mr K which would help him deal with the pressures in the community. With this package in place and the support on offer, Mr K's mum agreed to give him another chance.

As Mr K's liberation date was 8 days before Christmas (a high risk situation for anyone who has addiction issues) we agreed that on the week of his liberation we would intensify the support package to see him through the high risk situation. On the first 2 days of liberation I met with Mr K numerous times taking him to the Wellpark Centre. I attended Inverclyde Royal Hospital with Mr K for blood tests and heart traces that would enable Mr K to start on Antabuse treatment immediately. I attended with Mr K the Wellpark drop in centre to support Mr K through his first couple of meetings until he felt comfortable and had made friends.

I obtained a gym pass for Mr K to help in his recovery, which led to Mr K being involved in a five a side team.

Mr K did have an outstanding charge for possession of street valium prior to his last sentence however because the court was aware of the support Mr K has and the effort he was displaying in the community the court gave Mr K a monetary disposal.

Mr K has continued not to drink until the present day and has undertaken driving lessons, which he never contemplated being possible 6 months ago. I have contacted Mr K re voluntary work and he is currently thinking this over, as he doesn't want to take too much on during his recovery period.

CASE STUDY 2: MS S

Ms S is 29 years old and from Paisley serving a sentence of fourteen months for violence and drugs offences.

She was homeless and had been for 2 years pre-custody. She has two children, aged ten and twelve. The youngest is with foster parents and the oldest is in secure accommodation.

She was in treatment for her drug addiction and actively engaged with the addiction nurses and Phoenix Futures within the prison.

She felt that if she were to sort out her housing issues this would be a major step forward for her towards not reoffending. She acknowledges that drug and alcohol use were major factors in her offending behaviour. She also told us she believed her alcohol use was her biggest concern. The service user displayed a high level of motivation in custody by choosing to work with multiple agencies for support, in order to improve her lifestyle whilst in custody and in preparation for release.

Her plans and hopes for the future were simply to gain her own tenancy, get her alcohol use under control and stay illicit drug free. The main motivation seemed to be regaining access to and eventually regaining custody of her children.

We supported her for the 6 weeks prior to her release and put arrangements in place for services in the community. As well as helping her to access benefits, drugs services and register with a doctor we decided to address her alcohol and accommodation issue together.

We spoke to the local housing officer on her behalf and after assessment it was recommended that supported accommodation by the local alcohol service was possible. We contacted the alcohol service to inform them of the individuals impending release as she had been a regular service user there. When we spoke to the service manager and her key worker they were at first apprehensive about granting her a space in the supported accommodation project as they told us that her behaviour was usually too chaotic in the community for this to be a success for her.

We discussed and persuaded them that she had made excellent progress and seemed really motivated to continue this progress in the community. A case conference was arranged at the prison and encouraged by how she presented, the assessment completed by the housing officer and our input they agreed to grant her accommodation with support.

Ms S was delighted that she would not be homeless on release and that she would receive intensive support with her alcohol issue. Her support package included attending programmes at the alcohol service, one to one support from her key worker for 14 hours per week and also frequent drug and alcohol testing.

We continued support for 6 weeks post release, which included attending meetings with her alcohol worker and others. After 6 weeks had passed we attended a final meeting with her and her alcohol and housing workers. She has done exceptionally well since leaving custody despite a few minor lapses with alcohol. Her key worker decided, along with Ms S input that her service hours could be reduced slightly with the aim of increasing her independence. She was also having more access to her children and the children's social worker was hoping to move from supervised access to short unsupervised visits. We have had no formal contact with the individual for a number of months, but have spoken to her alcohol worker on occasion when visiting with other service users and we were delighted to be informed that she was still making excellent progress.

CASE STUDY 3: MRS D

Mrs D is 47 years of age and from Carlisle, she is not a typical offender in so far as she has not experienced poverty, homelessness, abuse or been the victim of serious crime. Mrs D is married with 4 children whose ages range from 16 to 26. The family have 2 businesses, a hairdressing/tanning salon and a joinery business. She was serving a 4 months sentence for assault x 2, theft by shoplifting and Criminal Justice and Licensing (Scotland) Act 2010 S 38(1) (threatening and abusive behaviour). Mrs D's first remand was in July 2009 and since then she has 53 warrants entered against her for various offences linked to her abuse of alcohol. Mrs D has a long history of not engaging with support offered in prison or in the community.

On 22nd January 2014 we met with Mrs D and discussed the support offered by the Throughcare Support Officers at HMP Greenock. We discussed the issues that we could help with and the wrap around services from the 3rd sector that could support her in the community.

Mrs D was immediately very emotional and tearful, she informed us that her husband was looking to divorce her as her alcohol abuse, behaviour and violence had taken its toll on the whole family and their businesses. Mrs D stated that she hadn't sought help before as she always said that she was ok. This time was different for her she had reached the point where she needed help and was delighted that we were there to offer it.

As Mrs D has a mortgaged home and doesn't claim benefits we approached her case from the standpoint of having input from our addictions team to look at treatment options for Mrs D. We contacted Andrew McTaggart, NHS Addictions, and asked for his input. Andrew was only too happy to help and met with Mrs D frequently over her sentence to support her through her programme.

From the TSOs perspective we saw our role as attempting to mend the broken relationships in her household. With Mrs D's permission we contacted her husband and invited him in to a safe place to discuss with Mrs D the issues that had taken them to the brink; it would also give Mrs D the chance to acknowledge the part that she has played in this situation and relay to her husband the help that she has been given.

On 30th January 2014 we met in HMP Greenock's visit room, in attendance was Mrs D, Mr D (husband), NHS addictions and TSOs Gerry Campbell and Allan Reford. The meeting lasted for 2 hours and for a large part involved mediation and facilitation as thoughts, feelings and fears were discussed. Mrs D's husband had stated that the family were no longer prepared to have her ruin their lives; they stated that they could never relax and the place was always tense if Mrs D had been drinking. Mr D further stated that her behaviour was having a big impact on their businesses as he was apprehensive about leaving her on her own when he went to work. Additionally, the salon had suffered because Mrs D would turn up drunk and the daughters would either rush her through to the back store to keep her calm rather than her causing a scene in the shop.

Mrs D tried to explain how alcohol and her lonely existence had contributed to her acting in this way. Her husband, although a victim of the addiction, had never appreciated the impact of addiction and was surprised to hear the clinical side of alcoholism from our NHS addictions representative.

The meeting was cathartic for both parties and ended with Mr D appreciating the help that Mrs D was now seeking.

At the end of the meeting we discussed the other party who had been affected by Mrs D's drinking and that was the children. We suggested a similar meeting with them involved and further support from CIRCLE who support families affected by imprisonment. Mrs D was interviewed by a worker from Circle on 14/2/2014 and a further interview from CIRCLE North Lanarkshire on 12/03/2014

All parties were supportive of the idea and the TSOs arranged the support and the meeting which would take place on the 12th March 2104.

The TSOs maintained contact with Mrs D offering practical, motivational and emotional support over the period.

To offer Addiction support in the community we contacted Helen Tennent, North Lanarkshire Through-care Addiction Support and asked her to come and interview Mrs D with a view to community support. Helen attended a pre-arranged case conference on 13/03/2014 and outlined some options for Mrs D on release. Mrs D chose to attend the AA Newcomers meeting in Hamilton and she will be supported to these meetings by Helen.

The meeting on the 14th March 2014 was attended by Mrs D, Mr D, Miss D and Miss D (daughters) NHS Addictions and CIRCLE. The purpose of the meeting was to give Mrs D's kids a chance to express to how the alcohol abuse has affected them and to discuss expectations, fears and hopes for the future.

The meeting was extremely powerful with the family unburdening themselves of years of pent up frustration which obviously was hard for Mrs D to hear. However, the discussions never reached a position where argument ensued, which is not normally the case.

Mrs D also had the opportunity to put her point across and give an outline of her change in attitude and her willingness to seek support and work with the support offered.

The meeting was well received by everyone as they have never had the chance to speak openly without warfare breaking out.

Mrs D's' husband took the opportunity to publicly thank all involved for the work done and help received. He stated he was amazed at the thought prison officers would be willing and able to take on this type of work.

CIRCLE colleagues concurred with Mr D's' comments and stated that any dealings that she has had with Greenock have been absolutely brilliant.

To maintain Mrs D's' abstinence medication we called Mrs D's' GP and the first appointment was on the 26th at 4pm. As Mrs D will only be issued with 5 days' worth of medication I called our addictions nurse for advice, he stated that he would call the surgery and attempt to negotiate an appointment on the week that she will be liberated. An alternative appointment for Friday 21st at 0850am was arranged.

I met with Mrs D twice after the meeting to gauge how she and her family had been affected by the meeting. Mrs D thought that it was brilliant because she didn't know how hard it had been on them and stated that one of her daughters, who is normally the quiet one in the house, had the biggest impact on her as she was the most vocal and told her things that she hadn't even recognised in terms of her behaviour and the long term impact on their behaviour.

Mrs D stated that her husband is so grateful for the support offered to Mrs D and also to him and the kids.

Mrs D was released from prison however I called her husband 2 days after release and he stated that unfortunately Mrs D had drunk since release, I stated that I would contact the support network that we had in place through in North Lanarkshire and hopefully she would respond to it. The wrap around support were quick to respond and thankfully 10 days later she came through it and when we visited her on the 03/04/14 Mrs D hadn't drunk in 6 days and is ever so thankful that we didn't abandon her or her family. We have stated that the support will stay in place as long as she and her family require it.

CASE STUDY 4: MS M

Ms M a 47 year old female from Paisley finished a sentence of three years and seven months which she received for drug offences and is likely to be homeless on release. She has two sons who are both adults. One was in prison and the other lived with his partner in the community.

She had completed treatment for her drug addiction and actively engaged with the addiction nurses and Phoenix Futures whilst in custody. She was also undergoing treatment for a health issue which meant that an allocation of hostel accommodation on release would not be beneficial to her health.

She felt that if she were to sort out her housing issues this would be a major step forward for her towards not reoffending. She acknowledged that her previous drug use was a major factor in her offending behaviour, but that if she could tackle this along with her housing issue then she would be more stable on release and less likely to relapse in the community. The service user displayed a high level of motivation in custody by choosing to work with multiple agencies for support, in order to improve her lifestyle whilst in custody and in preparation for release. She was eager to continue accessing support in the community.

Her plans and hopes for the future were to gain her own tenancy, maintain her substance free lifestyle and improve her health and overall wellbeing.

We supported her for the 6 weeks leading up to her release and helped put arrangements in place for services in the community. As well as helping her to access benefits and re-register with her GP we advocated on her behalf regarding her health issues to the local housing officer who after assessment awarded her a temporary flat on release. We maintained regular contact with her and once she had been in the community for a couple of weeks we introduced the idea of her doing voluntary work to make constructive use of her time.

We contacted a local charity whom we had already established links with and they decided to employ her on a voluntary basis. She enjoyed her initial days there and decided to continue working there as they had told her that they could help provide free training and support to help her into eventual paid employment once she felt ready.

We continued support for 6 weeks post release and she continued to do well. At our final meeting she thanked us and told us that was disappointed that our service could not support her longer term. We told her that although our formal service had ended she should feel free to contact us whenever she required advice or to let us know how she is progressing. She welcomed this and continued informal contact with us for a number of weeks, during which she continued to report that she had been substance free and continued to attend and enjoy her voluntary work placement.

She was looking forward to participating in a forklift driving course that they were aiming to put her through in the future and she hoped this would prove valuable when she decided to look for paid employment. She was also hoping to move into a permanent tenancy soon and said that she was feeling stable, happy and that her health continued to improve.

CASE STUDY 5: MS Y

We worked with a 32 year old female from Glasgow. She finished a sentence of three years and four months which she received for violence and drugs offences.

Her housing status prior to admission was no fixed abode. She had previously had a number of temporary addresses with the local homeless services, but due to her chaotic lifestyle abandoned these often and lived between friend's houses. She has a son aged 10 who lives with her mother. She sees her son when stable enough, with her mother's consent.

Whilst in custody she was in treatment for her drug addiction and actively engaged with the addiction nurses and Phoenix Futures within the prison.

She felt that if she were to sort out her addiction issues this would be a major step forward for her towards not reoffending. She acknowledged that her long term drug use was a major factor in her offending behaviour. She stated that she had been using Class A drugs and offending from her early teens. The service user displayed a high level of motivation in custody by choosing to work with multiple agencies for support, in order to improve her lifestyle whilst in custody and in preparation for release. She progressed so well during her time in custody that she applied for Home Detention Curfew and was released under HDC conditions to her mother's address with 4 months of her sentence left to serve.

Her plans and hopes for the future were to gain her own tenancy, stay illicit drug free, gain a place on a college course and build a better future for her and her son and eventually regain full custody of him.

We supported her for the weeks leading up to her release and helped put arrangements in place for services in the community. We helped her to access benefits, drugs services and register with a doctor. The service user told us that her mother and son were feeling anxious about her pending release as they feared that she may relapse in the community. With her consent we spoke to her mother about her forthcoming release and reassured the mother about the service user's progress to date, what we would be supporting her with and also offered our support to her mother, if required. On the liberation day we supported the service user back to her mother's address and spoke with her mother again about the support that we could provide for them. The mother reported that she felt less anxious about her daughter's release as a result of our input.

One problem that the service user encountered was that her local chemist would not dispense her medication as she had previously been barred for being abusive. She reported this had happened a number of years ago, but the result was that she would now have to take a 20 minute bus trip each way, every day to access her medication. With her consent we approached her local chemist and after a discussion with them about the service user's progress to date they agreed to dispense her medication. This was a positive outcome for the user as it was more convenient and important to her recovery that she could access services locally.

We continued support for 6 weeks post release, which included attending meetings with her drugs worker, liaising with her and her mother informally and supporting her throughout the college application and interview process which resulted in her gaining a place on a beauty therapy course. After 6 weeks had passed we had a final meeting with her. She has done well since leaving custody and coped well with the restrictions imposed on her by the HDC conditions. After 6 weeks had passed and her HDC was approaching an end she still maintained informal contact and told us that she was enjoying college and was considering getting her own tenancy. Her relationship with her mother and son had improved and her mother was funding driving lessons for her so that she could be more independent and find travelling to college easier. She had also reduced her treatment medication for her substance misuse and was receiving it twice weekly as opposed to a daily trip to the chemist. She told us that she was happy and enjoying life as well as feeling as though she was making progress with both her addiction problems and educationally.

GENERAL STAKEHOLDER COMMENTS

Although the research has compartmentalised the research findings to provide ease of access to the reader, stakeholder feedback, case study review and statistical analysis are merely focused snapshots of the entire picture.

Many themes emerged during the investigation. Some have been highlighted and key messages repeat. Other themes have been given less attention but that is not intended to minimise their importance. Several individual interviews highlighted the systemic problems accessing services but others talked to individual psychological challenges of liberation.

“When they’re in a prison and they’ve got routine they do great because they’ve got routine and they absolutely love it and they need to be told this is when you get up. When you get up you go there, you come back and you eat. Under routine they do great. A lot of them are still child-like as they’ve missed out on all their teenage years and their early 20s so they’re still; psychologically that’s how they like to be dealt with. They do great when they’re in here, but as soon as they get out it’s literally, they can get up when they want, they can eat when they want, nothing to structure their day.” (Service Provider D)

Such comments talk to the journey from structure to feelings of freedom. They sit beneath the structural challenges.

Alongside the individual psychological concerns, other tangible improvements were suggested. These areas blend both internal process and external structural issues.

One tangible improvement was reported as better harmonisation between prison health staff and TSOs in terms of making doctors’ appointments on release. Overlap and confusion were reported on occasions.

Other areas for improvement related to external service providers, patchy local authority resources and a wide variation in practice across local authority areas. Within this, the TSO system itself was viewed in an almost entirely positive light.

One important factor relating to stakeholder engagement was reported on several occasions, both during interviews and during multiple *ad hoc* conversations.

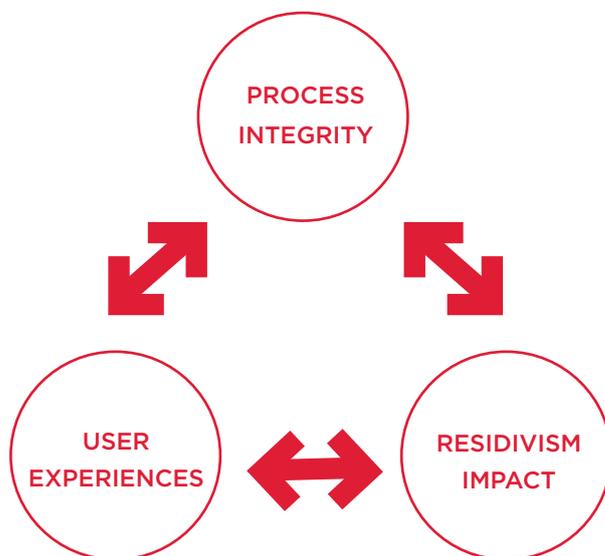
This related to a suspicion that regular prison officers were less than engaged with the TSO project. Engagement was described as patchy, volatile and in need of improvement.

The reasons for this have not yet been explored but we would recommend that this is addressed as an urgent issue as the prison rolls out its end to end case management system.

Overall Summary

The systematic review of The Greenock Prison TSO Project set out to report on success against three high level success criteria revolving around the replicability and sustainability of such an approach, the experience of stakeholders and the impact of re-offending in the context of a longer term desistance model. A multi-method evaluation study provided data which impacted these areas.

Table 23: Summary of On-line Survey External Service Provider Feedback



The structured approach to throughcare is characterised by rigour, systematic processes and refinement of these in the light of implementation. The project has provided robust data, systematically and accurately collected. Positive stakeholder feedback and engagement have been consistent themes in the research findings. These filter through focus group, survey and

individual interviews alongside the more informal and ad hoc observations of the researcher.

Whilst the longer term efficacy of TSO intervention on offending rates is, as yet, unanswered, the evaluation offers a number of insights, recommendations and risk areas. These are summarised in Figure 25.

Figure 25: Summary of Key Evaluation Findings and Recommendations of GTP

CRITERIA	DESCRIPTION
Development of a reliable and replicable model The model represents rigour and can be replicated across a broad spectrum of the Scottish Prison Service.	Processes Processes are capable of replication across the service.
	Rigour Processes have been developed based on rigorous thinking.
	Training Training is clearly articulated and delivered in an effective manner.
<hr/> Summary <ul style="list-style-type: none"> • A replicable and sustainable model has been produced. • Deeply embedded case review needs to be implemented to help ensure success. • Training has been successfully completed. 	
<hr/> Risk factors / recommendations Attraction of talented officers who are motivated to become TSOs in need of review. Incentives to become a TSO need to be re-assessed.	
Stakeholder engagement Key stakeholders have been engaged positively in the process.	Inter-agency Have agencies key to successful outcomes been engaged?
	Prison officer population Have the prison officer population been brought into the project?
	Individual staff project Are individual project officer staff motivated to see this as a worthwhile venture?
	Individual users Have individual prisoners found this a valuable process?
<hr/> Summary <ul style="list-style-type: none"> • External agencies, users and prison officers all highlighted the positive perception of the service provided. • A lack of understanding and engagement exists within the prison officer population. • High commitment and motivation was demonstrated by all TSO staff. 	
<hr/> Risk factors / recommendations A continual focus on internal PR and project understanding to drive engagement. Review recommendations by service providers given during the survey phase. The recruitment methods for project staff need to be reviewed in the light of project risk.	
Impact re-offending Information pertinent to impacting key re-offending outcomes have been clearly set out and measured.	Offender outcomes Which key offender outcomes have been impacted?
	Desistance model Which articulated desistance features have been impacted?
<hr/> Summary <ul style="list-style-type: none"> • Hard and fast measures of long term desistance were inconclusive given desistance is traditionally measured over a two year period. • Female prisoners are more likely to complete the programme. • Offenders from the local community are less likely to complete the programme successfully. 	
<hr/> Risk factors / recommendations Reflective review - structured case practice meetings to be held and written up in order to develop good practice. Longitudinal research - tracking of outcomes over a two year period recommended.	

Recommendations

Since its implementation, the Greenock TSO project has been positively received by both the offender and external stakeholder community as an initiative which has a real impact on the lives of offenders as they make the transition back into the community.

Longer-term analysis will reveal trends, however it needs to be supplemented by a shorter-term case management process. In particular, the implementation of a reflective case review system will be the biggest single factor in helping answer the question – not whether the project works – but what is it about the project that works?

Many of the themes highlighted throughout the evaluation meet the framework as set out by McNeill (McNeill, TEPIOS21).

Figure 26: Staff Roles in Promoting Desistance

The quality relationships that exist between officers and prisoners, and which are fundamental to maintaining safe and orderly prisons, should be positively used to act as a change catalyst from which individuals can build towards improving their life chances.

This new vision can only be achieved by working in ways which are centred on the individual and that close gaps in service provision that result from the range of different organisations involved.

SPS staff will need updated knowledge and skills, new working relationships with partner organisations and new tools and techniques that can support change.

Individualisation, partnership working and staff motivation are consistent features of the Greenock approach.

These qualitative measures need to be balanced against return on investment. Early indications suggest the cost/benefit analysis is justified given the relatively small investment as part of the overall SPS budget and the cost saving of keeping an individual out of prison (see p.11).

The focus on individualisation, desistance and partnership working underpin the Greenock TSO project. The commitment of individual TSOs and their diligence in tracking progress will benefit from a similar diligence in detailed case practice review with structured support from senior prison officials.

Issues of training, attracting talented officers to the role and wider officer engagement

are issues within the control of Greenock Prison management. This focus, rather than a focus on wider systemic issues impacting success should be the short to medium term objective. Longer term statistical analysis can then act as a way of benchmarking success alongside examining the impact on re-offending.

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29 Buccleuch Place, Edinburgh, EH8 9JS, UK

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